and RESEARCH COUNCIL
of Hamilton and District

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DIVERSE RACIAL AND CULTURAL GROUPS' ACCESS TO THE SOCIAL SERVICE SYSTEM

October, 1990

Prepared by
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in Consultation with
Groups of Citizens and Social Service Providers

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Someone in Between
To Immigrant Women of Colour

I am a Canadian; I am also a Chinese
Managed to learn English and forget
some Chinese
My work is in the steel city of
Hamilton; my family lives by the
Ocean Playground of Halifax.
Hopping between the newly found
"career" and well grown-up
"Family" makes me good only as a
customer of Air Canada and Bell Canada
But not really popular with those
who still hold that women must not
attempt for both!

Completed Ph.D. work without acquiring
a piece of qualification paper,
Helps the employers to keep tapping
the talent without recognizing the
equivalence.
Keeping my Chinese given names as well
as the married English surname,
Confirms that racism is indeed strong,
For only the Chinese ones count!

Naturally, for those who are so
accustomed to using their almighty
power of ignorance to say to someone
In between, like this: "Sorry, dear,
You just don't fit in."

So, we, immigrant women of colour
Have no other choice but to exercise
Our power!
For you and I know that
Beautiful bridges are built to connect
Things in between.
Splendid innovations can come out
Of some things that do not always
Fit in.

Chai Chu Thompson

A Different Way of Life, Different Options

A Native woman who was very traditional and had brought her family up the same way, found herself having to decide what form of reprimand to hand down to her son who had got into mischief and been brought home by the police. After the police left, she told her son that she loved him very much and was very disappointed in him. Given her traditional way of life, she told him that if he had to go to jail, she would not have been able to visit him there. She decided that the reprimand should be for him to go into the bush for a few days, where the family typically went to fast. It was there that she would be able to visit him and bring him food.

Linda Jenkins

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Community-based projects like this one do not really have one author. There are so many people who contributed to this report to ensure it was grounded in reality.

The Ad Hoc Citizen Advisory Committee that came together to work on this project was very supportive and participatory. This group of people helped strategize around the focus groups and their agendas and helped create the large citizen mailing list and foster informal links for the workshops. My sincerest thanks is extended to each of the following members: Chai Chu Thompson (chairperson), Ramzi Twal, Nu Quach, Santokh Pooni, Linda Jenkins, Paul Meyers, Annie Perez, Anna Maria Figueredo, Sharon Bonham, Pat Simpson, Marlene Thomas, Teresa Melcer and Josephine D'Amico. This committee helped me realize that hard work can also be a lot of fun.

The Research Advisory Committee (a standing committee of Social Planning Research Council) was constructively critical and very helpful with the technical aspects of this project. Committee members helped with the initial conceptualization, were always mindful of not reinventing the wheel and gave advice on the design of survey instruments.

The staff of SPRC was also invaluable. Mike Pennock, Caroline Ball, Rosemary Trowbridge and Don Jaffray were always ready with words of encouragement. The positive reinforcement and "brainstorming" opportunities always resulted in feelings of optimism and a clearer sense of direction. Shurl Kocman and Caroline Eyk should also be commended on their fine report typing and editing skills.

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Gloria DeSantis

PREAMBLE

At its September 21st meeting, the Board of Directors of the Social Planning and Research Council of Hamilton and District approved the release of the Report. In doing so, the Board of Directors did not approve the recommendations outlined in the Report as Social Planning and Research Council policies as these recommendations only reflect the conclusions reached during the consultation process.

The community consultation process included surveys and workshops with citizens and social service providers during the winter of 1989 and spring of 1990. A Discussion Paper was released for public review and comment for the summer months. A final set of workshops were organized for September 1990 for the purpose of allowing participants the opportunity to ask questions of clarification and make final suggestions to the Report. As such, it is very much a community consultation process. Thus, the role of the Social Planning and Research Council Board of Directors here was to ensure the appropriate processes were implemented with the community and now the Board will begin to deal with the policy implications of this Report for the Council and its implementation in the community.

The Social Planning and Research Council saw its role during the course of this project as a facilitator role; the Social Planning and Research Council brought the community together to define and articulate the issues surrounding diverse racial and cultural groups' access to the social service system. The Council believed that given the complexity of the issue of effective access for diverse racial and cultural groups, the opportunity for dialogue and feedback for all those who were interested in participating was essential. This was the reason for the multifaceted process.

A synopsis of this report has also been written. The Highlights Report summarizes each section of this report and is approximately 30 pages in length. It is available at the Social Planning and Research Council of Hamilton and District, 155 James Street South, 6th Floor, Hamilton, Ontario, L8P 3A4.

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GLOSSARY

Access: the securing of needed services for a consumer, and participation in the planning, development, delivery and administration of those services. In this project, focus in on two types of access:
a) client access - the extent to which consumers are able to secure needed services which are already available.
b) organizational access - the extent to which consumers are represented and/or participate in the planning, development, delivery and administration of those services. Participation may be as staff, volunteers and/or board members.*

Availability: refers to whether a service exists or whether it is offered to consumers. It is different than access which refers to the extent that the service is secured.*

Client/Consumers: refers to a person who is in need of a particular social service and attempts to access the needed service.

Convention Refugee: refers to one of three classes of admissible immigrants under the 1976 Immigration Act. Includes anyone who fits the United Nations definition: "any person who, by reason of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group or political opinion, (a) is outside the country of his/her nationality and is unable or, by reason of such fear, is unwilling to avail him/herself of the protection of that country, or, (b) not having a country of nationality, is outside the country of his/her former habitual residence and is unable, or by reason of such fear, in unwilling to return to that country."**

Cultural Interpreter: is one who interprets using awareness and understanding of cultural concepts related to one's background to facilitate full communication between the parties in an interaction focusing on the delivery of social services.*****

Diverse Racial and Cultural Groups/Population: refers to Native Canadians, immigrants and refugees. Other studies have used terms like "visible minority" and "ethnics" but the SPRC thought the term diverse racial and cultural groups conjured up the image of a variety of language groups and visible minorities. The type of immigrant or refugee (e.g., government sponsored versus family sponsored) was not differentiated throughout this report except for some of the immigrant charts and tables.

ESL (English as a Second Language): refers to language programs for people whose mother tongue (first language learned as a child) is not English.

Ethnic Origin (or Ethnicity): refers to the "roots" or ancestral origin of the population and should not be confused with citizenship or nationality.

Canadians belong to many ethnic or cultural groups, such as Inuit, North American Indian, Metis, Irish, Ukrainian, Chinese, Punjabi, etc. A guide to the respondent's ethnic origin may be the language used by the respondent or the respondent's ancestors.****

Ethno-Specific Organizations/Agencies: are geared to primarily serve one or more ethno-cultural groups (although they may not exclude serving others from the general community).*

Family Class: refers to one of three classes of admissible immigrants under the 1976 Immigration Act, formed of close relatives of a sponsor in Canada. It includes the sponsor's spouse, unmarried children under age 21, parents and grandparents.**

Generic Organizations/Agencies: are those that offer services to the general population, according to eligibility criteria that do not emphasize reference to membership in a specific ethno-cultural group. Other studies that are referenced in this report may have used the term "mainstream agencies".*

Ghettoization: refers to the geographic, social and/or economic isolation of groups of people often based on a common ethnic background.

Immigrant: refers to a person who seeks lawful permission to come to Canada to establish permanent residence.**

Independent Class: refers to those immigrants selected for their suitability for Canada's labour force - based on a points system emphasizing education, skills, occupation and so on - and their dependents. This class includes Business Immigrants, Retirees, Assisted Relatives, and Other Independent Immigrants.***

Language Interpretation: is not synonymous with cultural interpretation. a language interpreter does not "interpret using awareness of cultural concepts" as does a cultural interpreter. Language interpreters focus on ensuring information is passed from 1 person to another and that a common interpretation is reached by 2 people, in an interaction but cultural understanding is not considered a necessity.

Licensure Testing: includes tests required to receive a license to practice as a physician, etc., as well as any competency assessments required by an occupational body for certification, registration or membership.

Integration: refers to mutual acceptance and respect while maintaining a cultural identity. This is very different from assimilation which requires ethno-cultural groups to relinquish their cultural identity and adopt those of the dominant society.

Mother Tongue: refers to the first language learned in childhood and still understood by the individual at the time of the 1986 Census.****

Multiculturalism: refers to the official ideology of cultural pluralism, where all cultures have equal status and merit in Canadian society, and none

has more power than another. Multiculturalism policies promote integration, not assimilation, of minority groups into society. (Assimilation refers to a process of eliminating distinctive group characteristics which may be encouraged as a formal policy e.g., American "melting pot")**

Prejudice: is a mental state or attitude of pre-judging (generally unfavourably), and attributing to that person, characteristics which are attributed to a group of which that person is a member. Types of prejudice include: ethnocentricism - toward members of ethnic or cultural groups, usually not one's own; racism - toward members of racial groups, usually not one's own. Sexism, regionalism, fanaticism, ageism, classism are similarly defined by gender, region, religion, age and social class groups.**

Racial Group: refers to a group with common biological heritage, usually one that makes them visibly distinctive from others in their milieu. If there is a shared sense of membership and identity, then racial groups are merely categories created by others on the basis of superficial physical characteristics.**

Racism: See Prejudice

Refugee: See Convention Refugee

Refugee Claimant: refers to a person who appears on Canadian soil and claims refugee status under the Geneva convention.**

Social Service System: refers to the range of services available to help people with their needs and includes employment services (e.g., job searches, resume writing and retraining programs), child welfare services (e.g., Children's Aid Society), family counselling and family violence services (e.g., Family Services of Hamilton-Wentworth and Interval House), finding an apartment or house to live in (e.g., Housing Help Centre), immigration services, English as a Second Language services and financial services (e.g., General Welfare Assistance). So the social service system includes a wide variety of services <u>except</u> hospitals, etc.

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* Extracted from Doyle and Visano, 1987
** Extracted from Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, 1988
*** Extracted from Canadian Council on Social Development, Autumn 1989
**** Extracted from Census of Canada, Census Dictionary, 1988
***** Extracted from Cultural Interpreter Training Manual, 1989

EXECUTIVE SUMMARY

Introduction

The Regional Government asked the Social Planning and Research Council of Hamilton and District (SPRC) during the Spring of 1989 to undertake a study of the accessibility of the social service system in Hamilton-Wentworth for the diverse cultural and racial population. Accessibility refers to the securing of needed services by a consumer; this is not synonymous with the availability of services. Access to services is affected by the following types of barriers: lack of information, cultural differences, the service is too expensive, or the client has to travel too far to get to the service. Client access refers to the extent to which clients are able to get needed services whereas organizational access is the extent to which clients are represented and participate in the planning and implementation of services as volunteers (e.g., Board member) or staff people. This report focuses on both these types of access. The other important definition is racial and cultural population. For the purpose of this report, diverse racial and cultural population includes Native Canadians, immigrants and refugees.

Purpose

The main purpose of this study was to document the accessibility of the social service system to the diverse racial and cultural population of Hamilton-Wentworth. The specific objectives of the project were to -

a) review and highlight existing and relevant reports on this topic;
b) develop a profile of the diverse racial and cultural population living in Hamilton-Wentworth;
c) develop a profile of existing generic and ethno-specific services regarding staff resources (and programs) available to deal with the needs of various racial and cultural groups and to develop a profile of the ethnic/mother tongue type and number of clients being served;
d) identify barriers to accessing services as well as barriers to organizational access (e.g., access to policy making, agency decision making, etc.);
e) identify goals necessary to reduce the barriers found in d) above;
f) priorize the goals and develop consensus around a model or models for increasing the accessibility of services to diverse cultural and racial groups (if the community is ready to develop a model).

National, Provincial and Local Context

During 1990, the federal government is planning for the in-migration of between 165,000 and 175,000 immigrants and refugees. This range will be surpassed if the past few years are an indication of what will happen in 1990. In general, the proportion coming from Asia and other non-European areas has increased while the share from Europe has declined (based on the 1986 Census).

During the past 10 years Ontario has received between 44% and 55% each year of the total number of immigrants and refugees coming into Canada. Asia and the Pacific Islands accounted for approximately 41% of immigrants destined for Ontario in 1988 - the largest percentage. In 1988, Toronto was the destination

of 63% of the immigrants to Ontario. During the 1980s, Hamilton was the destination of between 2% and 4% yearly of the immigrants to Ontario.

Census data for the Hamilton Census Metropolitan Area includes data for 17 mother tongue groups for 1976, 1981 and 1986. Sex, age, yearly personal average income and labour force participation rates are presented for 17 mother tongue groups for the 1986 Hamilton CMA Census. Place of birth data and ethnic origin data are also presented for the Region of Hamilton-Wentworth for 1986.

Census data only tell part of the story though. Immigrant landings between 1986 and 1989 provide an update on the 1986 Census. Approximately 9,500 permanent residents indicated Hamilton-Wentworth was their intended destination during these four years. It is noteworthy that Hamilton-Wentworth has received an increasing proportion of permanent residents from Europe and Asia over the last 4 years but a decreasing proportion from North, Central and South America and the Caribbean based on this data base.

However, these numbers do not include refugee claimants. There could be approximately 3,472 refugee claimants in the old refugee backlog system and another 588 (since January 1990) in the new streamlined refugee determination process. One organization in Hamilton-Wentworth indicated the majority of the approximately 1,600 refugee claimants they work with came from Central and South America.

Special Topics in the Literature

A number of special topics recur in the literature. Mental health was seen as an important topic in the service sector literature. In the literature that focused on target groups, seniors and women were seen to have special needs and unique accessibility concerns. Race relations was also a prevalent theme.

Literature on Barriers to Accessing Services

Two major studies were used as a guide for this Hamilton-Wentworth study. The Toronto Social Planning Council and the Ottawa/Carleton Social Planning Council carried out two year studies on the accessibility of social and health services. These two studies showed that cultural and information barriers were most prevalent and inhibited access to services.

Hamilton-Wentworth Methodology

This project was guided by action research principles which included the participation of people who must take action to change a certain situation, the formulation of a citizen advisory committee, the continual feedback of survey and workshop information to participants for verification and the organization of workshops for service providers and citizens to dialogue about issues and to network.

The activities that took place were a telephone survey of a sample of social service agencies, a mailed survey on barriers to access and necessary goals to reduce those barriers, a Board of Directors mail survey, workshops for service providers and workshops for citizens.

Findings and Recommendations

The review of Census data showed some unusually high proportions of seniors in some mother tongue groups (i.e., between 18% and 34% of their population were 65+). Native, refugee and immigrant women in this seniors category require special consideration given that other study results show that fewer women than men speak English or French. Therefore, the community supports the following:

1. THAT IN ORDER TO PLAN EFFECTIVELY FOR THE DIVERSE RACIAL AND CULTURAL SENIORS POPULATION, A PROJECT SHOULD BE CARRIED OUT THAT FOCUSES UPON WHICH GROUPS OF ELDERLY HAVE GREATER ACCESS PROBLEMS AND WHAT SOLUTIONS SHOULD BE DEVELOPED AND PUT IN PLACE TO MAXIMIZE THE APPROPRIATENESS OF SERVICES AND THEIR REFERRAL MECHANISMS. SPECIAL ATTENTION SHOULD BE PAID TO WOMEN IN THIS SENIORS CATEGORY.

Approximately 9,500 permanent residents were destined to Hamilton between 1986 and 1989. There could also be approximately 4,000 refugee claimants in the old and new refugee determination systems. But who is working with these people? Neither the formal service system or the informal ethno-specific system are fully aware of what each system is doing in Hamilton-Wentworth. Therefore, the community supports the following:

2. THAT A WORKSHOP BE ORGANIZED IN THE FALL OF 1990 WITH ETHNO-SPECIFIC GROUPS AND AGENCIES TO MAP THE COMMUNITY OF SERVICES (THAT IS, DEVELOP AN INVENTORY OF SERVICES) AND HOW NATIVE CANADIANS, IMMIGRANTS AND REFUGEES ARE (OR ARE NOT) ACCESSING NEEDED SERVICES. THIS MAP COULD THEN BE USED AS AN IMPORTANT FOUNDATION WHEN DEALING WITH THE IMPLEMENTATION OF OTHER RECOMMENDATIONS (e.g., MORE COLLABORATION BETWEEN AGENCIES).

Both the Ottawa and Toronto studies noted the low response rates in their attempt to collect client utilization, staff and volunteer data. SPRC in Hamilton also had a low response rate for the Board of Directors' survey. Therefore, the community supports the following:

3. THAT AGENCIES IN THE GENERIC SOCIAL SERVICE SYSTEM REVIEW THEIR STAFF AND VOLUNTEER RECORDS (e.g., BOARD OF DIRECTORS, ETC.) AND ENCOURAGE THE COLLECTION OF THE FOLLOWING INFORMATION: ETHNICITY, MOTHER TONGUE, HOME LANGUAGE, AND COUNTRY OF ORIGIN. THESE DATA WILL BE VALUABLE BASELINE INFORMATION FOR THE FUTURE DEVELOPMENT OF CULTURALLY SENSITIVE AND RELEVANT SERVICES.

In the service provider survey focusing on barriers and goals (for which there was a 53% response rate), all four information barriers were seen as barriers by at least two-thirds of the ethno-specific respondents. Information that is available in English and/or print only inhibits access to services. Therefore, the community supports the following:

4. THAT EACH SOCIAL SERVICE AGENCY PRODUCE A BRIEF PAMPHLET IN A VARIETY OF LANGUAGES ABOUT THE SERVICES THEY OFFER WITH ATTENTION TO LITERACY LEVEL AND THE USE OF PICTURES WHEREVER POSSIBLE TO DESCRIBE THEIR SERVICES. AS WELL, AUDIO AND VISUAL AIDS COULD BE MADE AVAILABLE TO EXPLAIN SERVICES. THE AUDIO AND VISUAL AIDS SHOULD BE DEVELOPED COLLABORATIVELY WITH THE MINISTRY OF CITIZENSHIP (AND OTHER

MINISTRIES) BECAUSE THE MINISTRY HAS ALREADY BEGUN TO DEVELOP SOME OF THESE MATERIALS.

5. THAT A PAMPHLET, WRITTEN IN A VARIETY OF LANGUAGES, BE WIDELY DISTRIBUTED IN THE COMMUNITY THAT SIMPLY LISTS WHO AND WHERE IN HAMILTON-WENTWORTH ONE SHOULD CALL IF ONE HAS ANY QUESTIONS ABOUT HOUSING, EMPLOYMENT, INCOME ASSISTANCE, EDUCATION, ESL, ETC. THE PAMPHLETS COULD BE MARKETED AND USED EXTENSIVELY IN ESL CLASSES. (THESE PAMPHLETS WOULD BE SEEN AS AN ADDITION TO THE NEWCOMER'S GUIDE TO ONTARIO.)

The other major finding in these survey results was the large number of cultural barriers that service provider respondents agreed exist. Acknowledging that these were barriers then led workshop participants into a goal setting exercise in which cultural interpreters were seen as the top priority. Therefore, the community supports the following:

6. THAT A PAID, CULTURAL INTERPRETER PROGRAM BE DEVELOPED IN HAMILTON-WENTWORTH TO INCREASE THE NUMBER OF INTERPRETERS (AND REDUCE THE RATE OF TURNOVER) AVAILABLE TO ASSIST CLIENTS TO COMMUNICATE WITH STAFF OF GENERIC AGENCIES.

A second goal, related to the barrier of a lack of cultural understanding by service providers, was the need to sensitize generic service providers about different cultures, races and issues. Therefore, the community supports the following:

7. THAT A LOCAL ORGANIZATION BE FUNDED ADEQUATELY TO DEVELOP AND IMPLEMENT AN EDUCATIONAL MODEL TO BE USED IN GENERIC AGENCIES TO SENSITIZE GENERIC AGENCY STAFF AND VOLUNTEERS ABOUT DIFFERENT CULTURES AND A VARIETY OF CULTURAL AND RACIAL ISSUES IN THE GLOBAL AND LOCAL COMMUNITIES.

8. THAT WITHIN ALL GENERIC AGENCIES, STAFF AND VOLUNTEERS DISCUSS, DEVELOP AND COMMIT THEMSELVES TO SERVE EQUALLY THE DIVERSE RACIAL AND CULTURAL POPULATION OF HAMILTON-WENTWORTH AND THE GENERAL POPULATION.

A third goal related to the need to reduce the barrier of lack of information as well as increase cultural understanding, focused on the need to increase cooperation and collaboration between generic and ethno-specific agencies. Therefore, the community supports the following:

9. THAT THE LEVEL OF COLLABORATION AND COOPERATION BETWEEN GENERIC AND ETHNO-SPECIFIC AGENCIES BE INCREASED IN ORDER TO HAVE BETTER INFORMATION AVAILABLE TO THE CLIENT REGARDLESS OF HIS/HER POINT OF ACCESS INTO THE SOCIAL SERVICE SYSTEM.

Societal goals were also addressed. Sensitizing the general population, increasing cooperation between the general population and ethno-specific communities and promoting awareness of cultural and racial diversity were all seen as ongoing and long term. Therefore, the community supports the following:

10. THAT THE LOCAL MEDIA (e.g., NEWSPAPERS, RADIO AND TELEVISION) AND THE MAYOR'S RACE RELATIONS COMMITTEE FACILITATE THE DEVELOPMENT OF FEATURE ARTICLES/STORIES ON A VARIETY OF RACIAL AND CULTURAL COMMUNITIES IN HAMILTON-WENTWORTH, THEIR CONTRIBUTIONS TO THE REGION, AND BEGIN TO DISPEL MANY OF THE MYTHS AND STEREOTYPES THAT EXIST. THIS, IN TURN, WOULD LEAD TO A MORE INFORMED PUBLIC.

It is noteworthy that the citizen workshop participants noted the need for more cultural and racial staff and volunteers (e.g., Board of Directors) in agencies. The service providers did not believe staff and volunteer representation at agencies were priorities compared to other goals even though they acknowledged this lack of representation as a barrier. Therefore, the community supports the following:

11. THAT ALL GENERIC SOCIAL SERVICE AGENCIES DEVELOP AND IMPLEMENT AGENCY-WIDE POLICIES FOR THE RECRUITMENT OF STAFF AND VOLUNTEERS (TO FILL BOTH EXECUTIVE AND FRONT LINE VACANCIES) FROM A VARIETY OF CULTURAL AND RACIAL BACKGROUNDS. THIS WILL HELP AGENCIES BEGIN TO DEVELOP MORE CULTURALLY RESPONSIVE SERVICES AND SERVICE DELIVERY METHODS FOR THE DIVERSITY OF CLIENTS IN HAMILTON-WENTWORTH.

12. THAT THE LOCAL COLLEGE AND UNIVERSITY ACTIVELY RECRUIT RACIAL AND CULTURAL GROUP MEMBERS INTO THEIR SOCIAL SERVICE RELATED PROGRAMS AND CREATE MORE ETHNO-SPECIFIC COURSES LIKE THE NATIVE COMMUNITY CARE PROGRAM FOR OTHER RACIAL AND CULTURAL GROUPS. THIS WOULD FURTHER ENSURE AN AVAILABLE WORKFORCE.

Service provider workshop participants agreed there was a need for a number of trained, paid, <u>generalist</u> cultural interpreters who are knowledgeable about a number of service sectors. Citizen workshop participants agreed on the need for full-time, community service officers to walk with immigrants and refugees through the maze of services and to translate as necessary. Service provider workshop participants also indicated the need for <u>specialist</u> cultural interpreters. Criteria were also discussed regarding how agencies could decide who should be assisted to access services first. Therefore, the community supports the following:

13. THAT THE CULTURAL INTERPRETER PROGRAM OUTLINED IN RECOMMENDATION #6 ENSURE THAT A POOL OF <u>GENERALISTS</u> ARE TRAINED AND HIRED IN ORDER TO BE ABLE TO ASSIST CLIENTS ACCESSING ANY OF THE FOLLOWING SERVICES: HOUSING, INCOME, EMPLOYMENT, HEALTH, EDUCATION SERVICES, CHILD CARE, LEGAL COUNSEL/ADVICE AND SENIORS ISSUES.

14. THAT THE CULTURAL INTERPRETER PROGRAM STATED IN RECOMMENDATION #6 ALSO CONTAIN PAID, TRAINED, CULTURAL INTERPRETER <u>SPECIALISTS</u> IN THE MENTAL HEALTH, FAMILY/MARITAL COUNSELLING AND DOMESTIC VIOLENCE FIELDS. THIS SHOULD BE DESIGNED, DEVELOPED AND IMPLEMENTED BY RELEVANT AGENCIES SO THAT THESE TRAINED STAFF ARE AVAILABLE IN THEIR OWN AGENCIES. THE NEEDS OF NATIVE, IMMIGRANT AND REFUGEE WOMEN REQUIRE CAREFUL CONSIDERATION WITHIN THIS CONTEXT.

15. THAT WHEN AGENCIES ARE CONSIDERING INCREASING THE ACCESSIBILITY OF

THEIR SERVICES FOR RACIAL AND CULTURAL GROUPS, AND THEY NEED TO SELECT THOSE MOST IN NEED TO SERVE FIRST, THAT AGENCIES CONSIDER THE FOLLOWING FACTORS: RECENCY OF ARRIVAL, LEVEL AND TYPE OF SUPPORT NETWORK ALREADY IN PLACE, AND REFUGEE STATUS (INCLUDING CHRONICITY OF PAST EVENTS IN THEIR LIVES) OF THE CLIENTS THEY ARE INTENDING TO SERVE.

A number of additional points were also raised that were not considered to be goals. They were viewed as important for reducing the barriers to access, though. Therefore, the community supports the following:

16. THAT THESE RECOMMENDATIONS BE DISCUSSED AND ACTED UPON AT THE FOLLOWING MEETINGS: THE IMMIGRANT SERVING INTER-AGENCY NETWORK MEETINGS AT THE MULTICULTURAL COUNCIL, THE CULTURAL INTERPRETER ADVISORY COMMITTEE THAT MEETS AT KIRKENDALL-STRATHCONA NEIGHBOURHOOD HOUSE, AND THE CITIZEN NETWORK MEETINGS TENTATIVELY SCHEDULED TO MEET QUARTERLY THROUGH THE ASSISTANCE OF THE SPRC.

17. THAT THE CANADA EMPLOYMENT AND IMMIGRATION CENTRE REVIEW THE RECOMMENDATIONS MADE BY THESE CITIZENS ABOUT BIASED PROCEDURES AND CRITERIA, ABOUT USING ENGLISH LANGUAGE TEST RESULTS TO DISCRIMINATE AGAINST PEOPLE AND ABOUT THE LACK OF CLEAR EXPLANATION PROVIDED FOR THE NEED TO TAKE CERTAIN TESTS. ALL THIS SHOULD BE CONSIDERED IN LIGHT OF THE MINISTRY OF CITIZENSHIP REPORT ON ACCESS TO TRADES AND PROFESSIONS.

18. THAT ESL PROGRAMS IN HAMILTON-WENTWORTH
A) ELIMINATE WAITING LISTS IN THOSE PROGRAMS THAT PROVIDE TRAINING ALLOWANCES;
B) ENSURE MAXIMUM DAILY AVAILABILITY OF ESL CLASSES,;
C) ENSURE CHILD CARE IS READILY ACCESSIBLE SO THAT CHILD CARE RESPONSIBILITIES DO NOT BECOME A DETERRENT FOR IMMIGRANT WOMEN TO LEARN ENGLISH; AND,
D) THAT ALL IMMIGRANT WOMEN ARE GIVEN THE SAME (EQUAL) ACCESS TO ESL PROGRAMS AS ARE THEIR MALE COUNTERPARTS.

19. THAT THE COMMUNITY INFORMATION CENTRES IN THE REGION MEET TO DISCUSS THE ISSUE OF LACK OF INFORMATION FOR VOLUNTEERS FROM DIVERSE RACIAL AND CULTURAL COMMUNITIES TRYING TO HELP THEIR COMMUNITY MEMBERS ACCESS SERVICES.

20. THAT THE SPRC ORGANIZE CITIZEN-BASED MEETINGS FOR CITIZENS OF DIVERSE RACIAL AND CULTURAL GROUPS TO ATTEND AND FURTHER DISCUSS THE ISSUES THEY RAISED AND RECOMMENDATIONS THEY MADE IN THIS REPORT. THESE CITIZEN WORKSHOP PARTICIPANTS INDICATED AN INTEREST IN MEETING REGULARLY (PERHAPS QUARTERLY).

1.0 INTRODUCTION

1.1 Purpose

1.2 Key Terms and Focus

1.3 SPRC Values and Beliefs

1.4 Native People & Multiculturalism

1.0 INTRODUCTION

Regional Government asked the Social Planning and Research Council of Hamilton and District during the Spring of 1989 to undertake a study of the accessibility of the social service system in Hamilton-Wentworth for the diverse cultural and racial population of this Region. The Social Planning and Research Council (SPRC) believed this issue was a very important community issue requiring an immediate response for a number of reasons.

First, an environmental scan in 1989 (DeSantis, September 1989) indicated a need to plan for culturally sensitive services and interpreters because of the number of international migrants expected to come into the Region during the next twenty years.

Second, to promote equal access to services and the opportunities afforded by Canadian society is a basic premise of the SPRC. It is important and timely to measure to what extent the social service system is accessible to a wide variety of cultural and racial groups.

Third, the District Health Council had also begun work on a multicultural health care study. The SPRC believed it would be timely to carry out a parallel study in the social service system.

Fourth, the local office of the Ministry of Community and Social Services was beginning to work on a project regarding the need for French language services in Hamilton-Wentworth. Hamilton-Wentworth has been designated as a French language service centre.

Finally, during the past year, the SPRC had received a number of requests for data on the Native Canadian population. A separate study was initiated in collaboration with the Hamilton Regional Indian Centre which focused on the employment training needs of Native Canadians living in the Region. Since this study only focused on the employment training needs of Natives, it was agreed by a number of Native people that involvement in a general "access" study, would also be a good idea. Given all of these activities, it was appropriate for the

SPRC to begin working on the issue of diverse racial and cultural groups' access to the social service system.

The SPRC staff had initial conceptual discussions with its Research Advisory Committee and its Community Development Advisory Committee during the Fall of 1989. It was decided that an ad hoc Citizen Advisory Committee should be formed to provide guidance to the development of the study primarily from the perspective of diverse racial and cultural groups. This advisory committee comprised representatives from the following communities: Chinese, West Indian, Polish, Vietnamese, Arab, Spanish, Italian, Japanese, Punjabi, Black and North American Indian. The Committee began meeting monthly in December, 1989.

1.1 Purpose

The main purpose of this study was to document the accessibility of the social service system to the diverse racial and cultural population of Hamilton-Wentworth. The specific objectives of the project were to -

a) review and highlight existing and relevant reports on this topic;
b) develop a profile of the diverse racial and cultural population living in Hamilton-Wentworth;
c) develop a profile of existing generic and ethno-specific services regarding staff resources (and programs) available to deal with the needs of various racial and cultural groups and to develop a profile of the ethnic/mother tongue type and number of clients being served;
d) identify barriers to accessing services as well as barriers to organizational access (e.g., access to policy making, agency decision making, etc.);
e) identify goals necessary to reduce the barriers found in d) above;
f) priorize the goals and develop consensus around a model or models for increasing the accessibility of services to diverse cultural and racial groups (if the community is ready to develop a model).

Essentially, the SPRC saw this study as a replication of two other similar studies carried out in Toronto and Ottawa. They will be summarized in section 5.0. The major difference was that the SPRC saw this project as an opportunity to develop workshops for citizens of diverse racial and cultural groups to come

together, discuss accessibility issues and then further develop a citizen-based network to work toward changing the social service system over the long term. The other difference was that these other studies were carried out over the course of a couple of years whereas the SPRC's work was expected to be completed over an eight month period.

This study was not intended to be a needs assessment. It was also not designed to illuminate the gaps in service or the duplication of services.

1.2 Key Terms and Focus

The focus of this study was on the social service system, both government and non-profit agencies. Thus, included within the definition of social service system were employment-oriented services (e.g., job search, resumés, retraining opportunities, etc.), child welfare agencies, family counselling and family violence services, shelters for battered women and their children, services for finding an apartment or house to live in, immigration and ESL services, financial assistance services, multi-service centres, emergency food and shelter services, and community information services. People may also refer to these services as community services.

The focus of this study was also on the diverse racial and cultural population living in Hamilton-Wentworth. This included Native Canadians (aboriginal people), immigrants and refugees[1]. Other studies have used terms like "visible minorities" and "ethnics" but the SPRC thought the term diverse racial and cultural groups conjured up the image of a variety of language groups and visible minorities without being patronizing or exclusionary. The type of immigrant or refugee (e.g., government sponsored versus family sponsored) was not differentiated throughout this report except in some of the immigration

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[1] It is extremely important at the outset of this report that the reader realize that these 3 groups contributed to the findings in section 7.0 and are included in the recommendations of section 8.0. Nonetheless, there is a scarcity of numerical data in sections 2.0 and 3.0 on the Native population. These data are forthcoming through a special request from statistics Canada and are included in a Native Employment Training Needs Assessment currently being completed by the Hamilton Regional Indian Centre and the Social Planning and Research Council.

tables and charts.

There was also no attempt in this study to differentiate between the immigrants and refugees who have been here for 40 years versus those who have arrived within the last 2 years. The needs of these 2 groups could be very similar or different depending on their status upon arrival in Canada, their level of informal support network available in the community, their language skills, their mental health, their age, and their ability to adapt, to name only a few. Those readers interested in further information on the topic of newcomers and long term residents who once were immigrants or refugees should see the Minutes of the House of Commons Standing Committee on Immigration and Canadian Studies in Population periodical.

This SPRC study also focused on the accessibility of services not the availability of services. The literature in Ontario (Bergin, 1988 and Doyle and Visano, 1987) referred to access as the securing of services whereas availability simply refers to whether the service exists. Being able to access or secure services depends on knowledge about services, the cost of services and the convenience of services, to name only a few. Access can be broken into two major components: client access is the extent to which consumers are able to get needed services, while organizational access is the extent to which consumers are represented and participate in the planning and implementation of services as a volunteer (e.g., committees, etc.) or staff person. When research projects on accessibility are operationalized (ibid), the focus is usually on the barriers to access. Examples of barriers for cultural and racial groups include: a) lack of service information in languages other than English and French, b) lack of understanding of the system of helping professionals in Canada, c) the service delivery system is too confusing and frustrating and d) the way in which some services are designed and delivered are inappropriate for some cultures.

The perspectives of both citizens and service providers are incorporated into this study. The Citizen Advisory Committee for this project believed that citizen feedback on the topic of access to the social service system was critical. Other studies (e.g., Doyle and Visano, 1987) have focused on the

service provider perspective in order to collect baseline data on access to health and social service issues. Since these other studies collected some baseline data, it was thought that the Hamilton-Wentworth study could focus on and add more weight to the citizen perspective.

There are three important concepts in this project: generic services, ethno-specific services and heterogeneity. Generic services[2] refer to organizations "that offer services to the general population according to eligibility criteria that do not emphasize reference to membership in a specific ethno-cultural group" (Doyle and Visano, 1987:25, Report 1). An example is Family Services of Hamilton-Wentworth. Ethno-specific services, though, refer to organizations that were developed specifically to serve one or more ethno-cultural groups. In Hamilton-Wentworth, there are both ethno-specific and multi-ethnic organizations. An example of an ethno-specific organization is the Portuguese Information Centre, whereas a multi-ethnic organization would include the Multicultural Council or the Native Women's Centre (which deals with a number of different groups of women).

The third important concept in this study is heterogeneity. People of the same racial or cultural background do not necessarily have the same attitudes, beliefs or needs. It is wrong, for example, for planners and service providers to assume that a group of aboriginal Canadians all have the same needs. Planners and service providers know that beliefs among a group of women are not identical so the same should be made clear about various racial and cultural groups. Sensitivity, understanding and flexibility are essentials to overcoming this tendency toward sameness.

The figure on the following page provides an overview of the activities carried out in Hamilton-Wentworth. These activities are more fully described in the methodology (section 6.0).

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[2] The Canadian Task Force on Mental Health Issues affecting Immigrants and Refugees (1988) rejects the term "mainstream" because it creates erroneous images. "Mainstream, which suggests an image of a central channel towards which tributaries will flow to mingle and be absorbed is a misleading metaphor. The central image of a multicultural society is a mosaic - a pattern built of identifiable units" (p.5).

1.3 SPRC Values and Beliefs

The methods which were employed in conducting this study, were based upon the Statement of Philosophy which governs SPRC activities. Of particular relevance is the following portion of the statement:

> "The SPRC is committed to the principle that the most effective responses to community problems arise from the development of an informed consensus among the various sectors that make up the community about both the nature of the problems and the most appropriate responses."

Consequently, the study process was explicitly designed to foster the development of a consensus among the key sectors - generic agencies, ethno-specific services and clients.

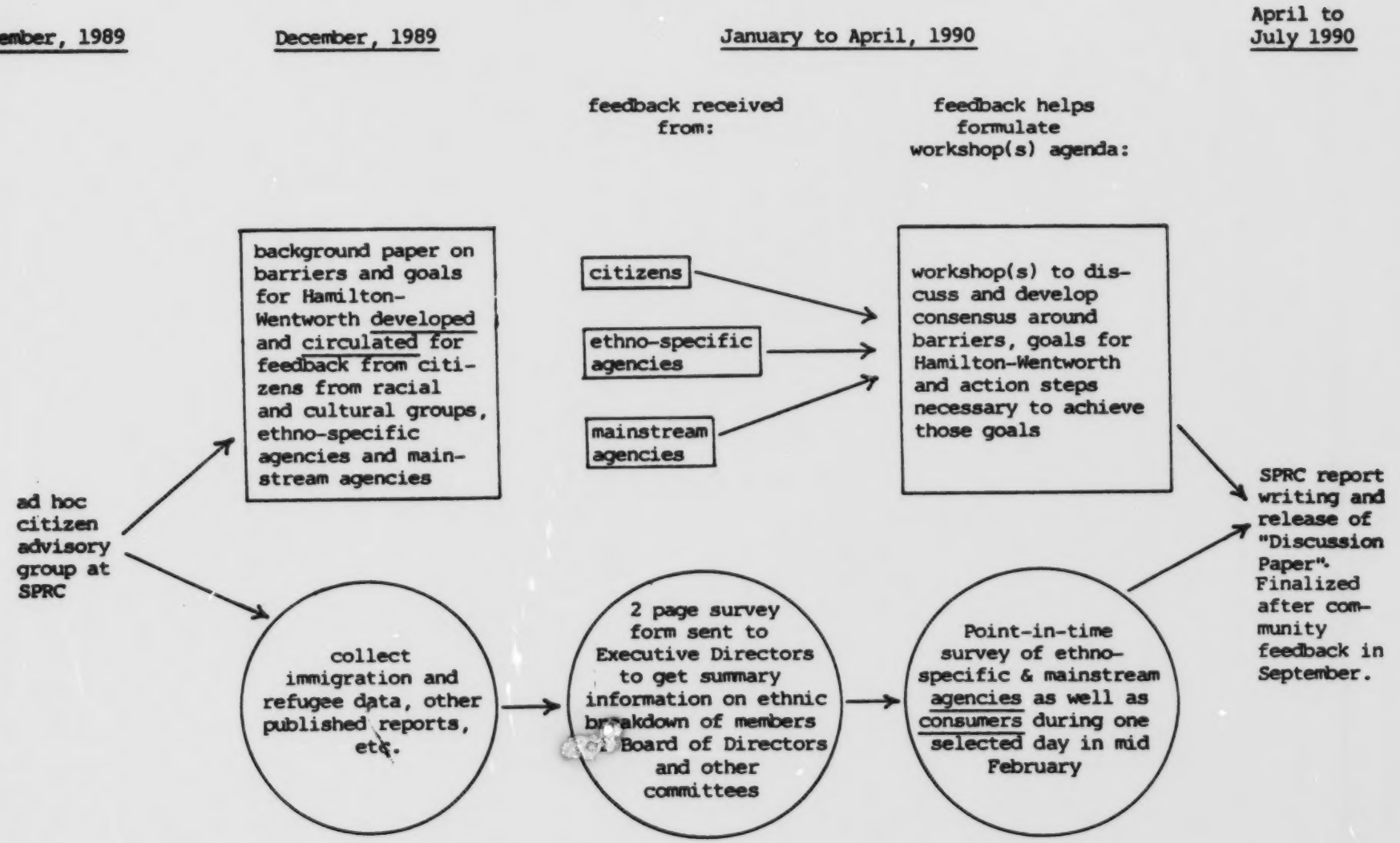
As a social development organization, the SPRC is governed by a well-articulated philosophy and system of values which together shape its response to community issues. Given the importance and sometimes controversial nature of multicultural issues in the Hamilton-Wentworth community, it is important that the underlying philosophy of the SPRC, with respect to multiculturalism, be articulated at the outset of this Paper.

The mission and goals of the SPRC commit the organization to "improved social policies and services", "maximized access for all citizens to the opportunities afforded by society", and "effective citizen involvement in the continuing consideration of social issues".

The SPRC is, therefore, committed to equal access to services for all citizens of Hamilton-Wentworth regardless of culture/ethnic/racial affiliation. The current project was based upon the assumption that access should be afforded to all members of the various ethnic groups that comprise the Hamilton-Wentworth community.

As a public policy issue, multiculturalism poses some distinct challenges to social policy analysts. First and foremost, the Hamilton-Wentworth community and the country are clearly becoming increasingly multicultural and most projections expect this trend to accelerate in the future. Unfortunately, however, recent public opinion polls have indicated that there is not a clear

PROJECT OVERVIEW: DATA COLLECTION AND PROCESSING


December, 1989
December, 1989
January to April, 1990
April to July 1990
feedback received from:
feedback helps formulate workshop(s) agenda:
background paper on barriers and goals for Hamilton-Wentworth developed and circulated for feedback from citizens from racial and cultural groups, ethno-specific agencies and mainstream agencies
citizens
ethno-specific agencies
mainstream agencies
workshop(s) to discuss and develop consensus around barriers, goals for Hamilton-Wentworth and action steps necessary to achieve those goals
ad hoc citizen advisory group at SPRC
collect immigration and refugee data, other published reports, etc.
2 page survey form sent to Executive Directors to get summary information on ethnic breakdown of members of Board of Directors and other committees
Point-in-time survey of ethno-specific & mainstream agencies as well as consumers during one selected day in mid February
SPRC report writing and release of "Discussion Paper". Finalized after community feedback in September.

□ = 1 set of research activities based on action research principles

O = another set of research activities to collect additional data

consensus among the public about the relative preference for a multicultural versus "melting pot" approach to public policy (these terms will be explained more fully in section 7.0 of this Paper). In addition, our multicultural society is increasingly becoming multi-racial and this is augmenting traditional concerns about the level of racism and discrimination in public and private institutions as well as the social milieu. Each of these issues are worthy of additional discussion.

Multi-Racial, Multiculturalism and Community

As demonstrated in the analyses contained in this Paper, the culture of Hamilton-Wentworth is multicultural. The largest ethnic group is "British" and this group accounts for 52% of the population. The Region contains over 50 languages and many of these contain distinctive dialects. Given existing concerns about future labour force shortages, it is widely expected that immigration will increase throughout the 1990s and, consequently, the multi-racial and multicultural component of society will also continue to increase.

The SPRC believes that the fundamental recognition of the multi-racial and multicultural nature of the Hamilton-Wentworth community is a critical precondition to resolving the many challenges that this trend represents. It is fruitless to debate the issue in terms of "Canadian culture" versus "other cultures" or "to what extent should Canadian culture adapt to other cultures?" Canadian culture in reality is multi-racial and multicultural. This fact can either serve as a source of uniqueness and creativity or as a source of division and conflict. The SPRC is devoted to the development of a community consensus which augments the former and diminishes the latter.

The Melting Pot

Canada has long given voice to the fostering of a multi-racial and multicultural society rather than adopting a "melting pot" approach. The latter philosophy asserts that members of ethnic communities should become "Canadian" and relinquish their native cultures.

Recent population polls, however, have indicated that there is diverse opinion in the population with respect to this issue. Contradictory public

attitudes were evident in a Decima Poll reported in the January 1, 1990 edition of McLean's magazine. In that poll, 68% of the national sample reported that diverse and distinct cultures make Canada a more "interesting" and "better" country. At the same time, 57% felt that new immigrants should attempt to "blend with the larger society" and only 40% felt that new arrivals should maintain their ethnic identities. An earlier McLean's/Decima poll, in the summer of 1989, reported that even the "visible minorities" communities were divided on the issue of multiculturalism versus the melting pot. In that poll, only a small majority of visible minority respondents favoured multiculturalism and a sizeable minority favoured the melting pot. Obviously, the lack of a consensus within the population about this question poses some dilemma for social policy makers.

Racism

The fact that society is becoming increasingly multi-racial has resulted in increased concerns and debate about the issue of racism within the Hamilton-Wentworth community and the larger society. The SPRC perspective on this issue is based upon the following principles:

1. Any community or organization will probably contain a certain proportion of individuals whose racial beliefs could be labelled as "racist" or "bigoted". Estimates of the size of this population vary. In 1984, an All Party Parliamentary Special Committee finalized a report entitled Equality Now which showed that 15% of all Canadians exhibit blatantly racist attitudes and an additional 20-25% have racist tendencies.
2. As the racial heterogeneity of the community increases and, consequently, the number of interactions between persons of different races increases, the number of "racial incidents" is also likely to increase.
3. The expression of racially intolerant attitudes tends to increase during times of economic and social insecurity. Given the growing uncertainty and rates of change in the social and economic structures, it could, therefore, be anticipated that the degree of racial tension will increase.

The SPRC believes that it is critical that the Hamilton-Wentworth community realistically acknowledge the existence of racist attitudes among some of its members. In turn, the Hamilton-Wentworth community should recognize that recent

incidents of racial intolerance which have been reported in the media may not be "isolated incidents" but may be the initial manifestations of a growing problem.

These issues may reflect current reality, but this does not make them any more acceptable. This community must examine, document and change these facts but never accept them. SPRC believes these facts must be challenged so that real commitment can be made for change toward mutual understanding and equal opportunity for all.

1.4 Native People and Multiculturalism

A number of Native people in Hamilton-Wentworth were asked if they thought they would like to be included in this study of diverse racial and cultural groups access to the social service system. The response was "yes" as they saw themselves as a very distinct racial and cultural group although they have some concerns in common with the immigrant and refugee population.

It is the opinion of the Native community involved, that within the term "Native" is a multicultural reality. That is, within the Native community in Hamilton-Wentworth as well as the rest of Canada there is not just one Native culture but rather a diversity of cultures. Each tribe has its own culture, its own beliefs and its own set of attitudes. Thus, Native people see themselves as inherently multicultural.

2.0 NATIONAL AND PROVINCIAL CONTEXT

2.1 National Context

2.2 Provincial Context

2.0 NATIONAL AND PROVINCIAL CONTEXT

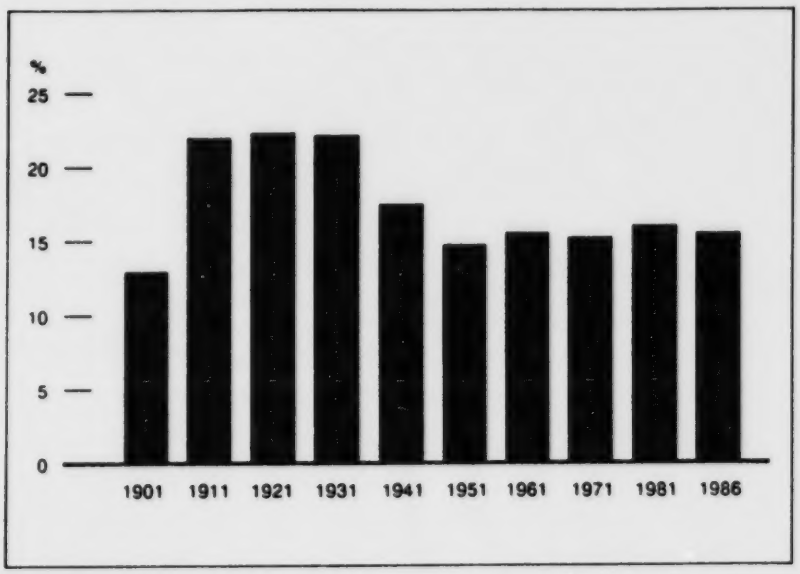
2.1 National Context

Immigrants have always been an important component of the population of Canada. Each successive wave of immigrants has left its own distinct mark on Canadian society. However, "the history of Canadian immigration is far from idyllic. Contrary to the myth cherished by most Canadians that this country was built on rich libertarian traditions, immigrants were not always welcomed with an outpouring of compassion for the world's downtrodden, oppressed and displaced" (Malarek, 1987:1). This report is not the vehicle for describing Canada's checkered track record regarding immigration but the reader is referred to Haven's Gate: Canada's Immigration Fiasco (Malarek, 1987) and Refugees: A Global Concern (SHAIR International Resource Centre, 1989) for an historical explanation.

Canada has experienced a number of different waves of immigrants - both in terms of numbers and country of residence. The following list provides an historical account of immigration to Canada (extracted from Statistics Canada, Autumn, 1989: 2-6). Charts 1, 2 and 3 provide a visual overview.

- Canada's immigrant population is split evenly between those who arrived before and after 1967 based on the 1986 Census. That is, 50% of all immigrants living in Canada in 1986 arrived before 1967 while 50% came after 1967.
- In general, the proportion coming from Asia and other non-European areas has increased while the share from Europe has declined.
- People born in Asia account for 40% of all immigrants living in Canada who came to this country between 1978 and 1986. As well, the proportion of people from the Caribbean and Central and South America make up 15% of all immigrants who arrived between 1978 and 1986 (this increased from 7% who came before 1978).
- As well, people from Africa and the Middle East rose from 4% pre-1978 to 8% of those who arrived between 1978 and 1986.
- Immigrants from Europe fell from 70% pre-1978 to fewer than 30% during the 1978 to 1986 period.

Chart 1: Immigrants as a percentage of total population 1901-1986



Source for Charts 1 and 2: Statistics Canada, Canadian Social Trends, Autumn, 1989.

Chart 2: Immigrant population, by place of birth and period of immigration, 1986

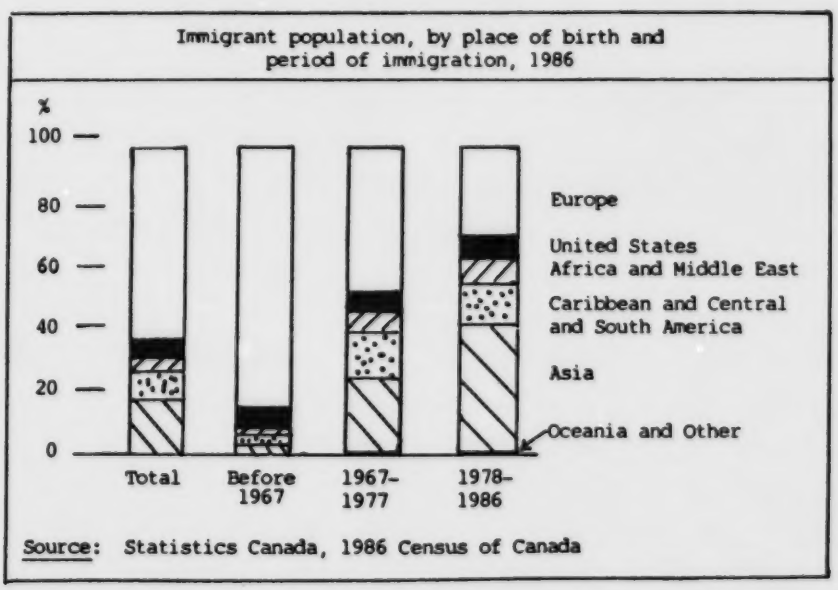
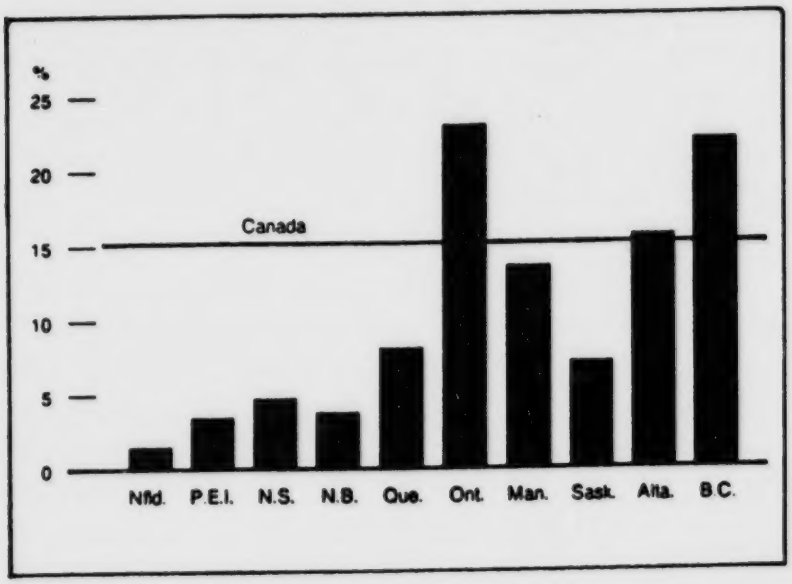


Chart 3: Immigrants as a percentage of provincial populations, 1986



Source: Statistics Canada, Canadian Social Trends, Autumn, 1989.

- Europeans overall, though, still comprise the largest share of all immigrants living in Canada in 1986 (i.e., 10% of the Canadian population).
- Ontario and British Columbia had the highest concentration of immigrants in 1986.

The reader is referred to the Canadian Social Trends publication for more details regarding age distribution, education, labour force, occupational profile and employment income of the immigrant population. Appendix A contains the various immigrant classes arriving in Canada between 1971 and 1988.

The 1986 Census asked people about their ethnic origin[3]. An article in Canadian Social Trends published during the Summer of 1989 highlights the ethnic breakdown of the Canadian population by each of the provinces for 1986 (Statistics Canada, Summer 1989: 13-16). Table 1 shows this breakdown.

- People with British backgrounds (e.g., English, Irish, Scottish or Welsh), comprised 34% of the Canadian population (single responses only).
- Those who reported French background made up 24% of all Canadians (single responses only).
- In 1986, 25% of all Canadians noted they had neither British nor French ethnic origins.
- Of this 25%, those reporting a single European background comprised the largest percentage, that is 16%.
- "The largest single, non-European ethnic group, however, are North American Aboriginals" (ibid, p.14).
- "The ethnic make-up of the population varies considerably across Canada." (ibid, p.15)

Each year, the Federal Government issues a planning range regarding the number of immigrants projected to come to Canada. For 1990, projections are for between 165,000 and 175,000 immigrants to come to Canada (Government of

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[3] "Ethnic origin refers to the ethnic or cultural group(s) to which Canadians belong; it pertains to the ancestral roots or origins of the population and should not be confused with citizenship or nationality." (Statistics Canada, Summer, 1989:14)

TABLE 1

Ethnic origins of the population, by province, 1986

	British	French	British and French	British and/or French and some other	Other	Total	Main other groups (single ethnic responses as a percentage of total population)	
			%					%
Newfoundland	89.0	2.0	4.3	2.4	2.3	100.0	Aboriginal	0.7
							German	0.2
Prince Edward Island	69.1	8.9	12.1	6.7	3.2	100.0	Dutch	1.0
							German	0.4
							Aboriginal	0.3
Nova Scotia	62.7	6.2	9.3	13.1	8.6	100.0	German	2.5
							Dutch	1.1
							Black	0.9
New Brunswick	46.9	33.3	10.0	6.6	3.2	100.0	Aboriginal	0.6
							German	0.5
							Dutch	0.4
Quebec	5.9	77.8	2.7	2.7	11.0	100.0	Italian	2.5
							Jewish	1.3
							Aboriginal	0.8
Ontario	43.8	5.9	5.7	14.3	30.2	100.0	Italian	5.1
							German	3.2
							Dutch	1.9
Manitoba	29.6	5.3	3.4	17.7	44.0	100.0	German	9.2
							Ukrainian	7.6
							Aboriginal	5.3
Saskatchewan	29.8	3.4	2.8	22.5	41.5	100.0	German	12.9
							Ukrainian	6.1
							Aboriginal	5.6
Alberta	34.4	3.3	3.9	22.3	36.1	100.0	German	7.8
							Ukrainian	4.6
							Dutch	2.4
British Columbia	41.8	2.4	3.7	19.6	32.5	100.0	German	5.2
							Chinese	4.0
							South Asian	2.4
Canada	33.6	24.4	4.6	12.6	24.9	100.0	German	3.6
							Italian	2.8
							Ukrainian	1.7

Source: Canadian Social Trends. "Ethnic Origin of the Canadian Population", Summer, 1989

Canada, October, 1989). The planning range for 1989 was 150,000 to 165,000; for 1988, it was 125,000 to 135,000 and for 1987, it was 115,000 to 125,000. Table 2 presents the 1989 and 1990 figures.

2.2 Provincial Context

The Ontario Policy on Multiculturalism is "designed to encourage all people to celebrate and share their history, while participating fully in the economic and social life of the Province". The reader is referred to Appendix B for a copy of the Ontario Policy on Multiculturalism, October, 1989. This provides a philosophical context for the statistical overview of Ontario.

The statistics are derived from the Landed Immigrant Data Base maintained by Employment and Immigration Canada thus it does not include foreign students, temporary foreign workers or refugee claimants. The following highlights were extracted from Immigration to Ontario: A Statistical Overview (Government of Canada, November, 1989).

- In 1988, Ontario was the intended destination of 55% of the immigrants to Canada; in 1980, it was 44%.
- Independent and Family Class immigration accounted for 43% and 41% respectively of the 516,204 immigrants destined for Ontario during the 1980 to 1989 period. Refugees and members of Designated Classes represented 16% of immigrants during the same period (ibid, p.6).
- Asia and the Pacific Islands accounted for approximately 41% of immigrants destined for Ontario in 1988 - just under the decade high of 42% in 1980 when the Indochinese refugee crisis occurred (refer to Appendix C for a more detailed overview).
- European immigrants accounted for 28% of the immigrants destined for Ontario in 1988 compared to 40% in 1981 and 1982.
- Central and South American immigrants accounted for 16% of the total destined for Ontario during 1988, down from the decade high of 26% in 1986.
- Africa and Middle East immigrants destined for Ontario accounted for 12% of the total reflecting a steady increase since 1980 when the proportion was 7%.

TABLE 2: PLANNED IMMIGRATION AND GOVERNMENT ASSISTED REFUGEE ALLOCATIONS

a) Planned Immigration

Component	1989 (announced)	1990
Family Class	57,000	61,000
Government-assisted Refugees and members of Designated Classes (selected abroad)	13,000	13,000
Privately sponsored refugees and members of Designated Classes (selected abroad)	10,000	13,000
Refugees landed in Canada	7,000[1]	7,000[1]
Humanitarian landings under special measures	3,000-6,000	3,000-6,000
Selected Workers:		
- principal applicants	21,000-24,000	21,000-24,000
- spouses and other accompanying dependants	24,000-28,000	29,000-33,000
Business immigrants:		
- principal applicants	4,000	4,000
- spouses and other accompanying dependants	9,000	11,000
Retirees	2,000	3,000
TOTAL	150,000-160,000	165,000-175,000[2]

b) Government Assisted Refugee Allocations by World Area

Area	1989	1990
Eastern Europe	3,400	3,500
Southeast Asia	3,000	3,500
Latin America	3,400	3,000
Africa	1,000	1,000
The Middle East and West Asia	1,800	1,700
Funded management reserve and other world areas	400	300
TOTAL	13,000	13,000

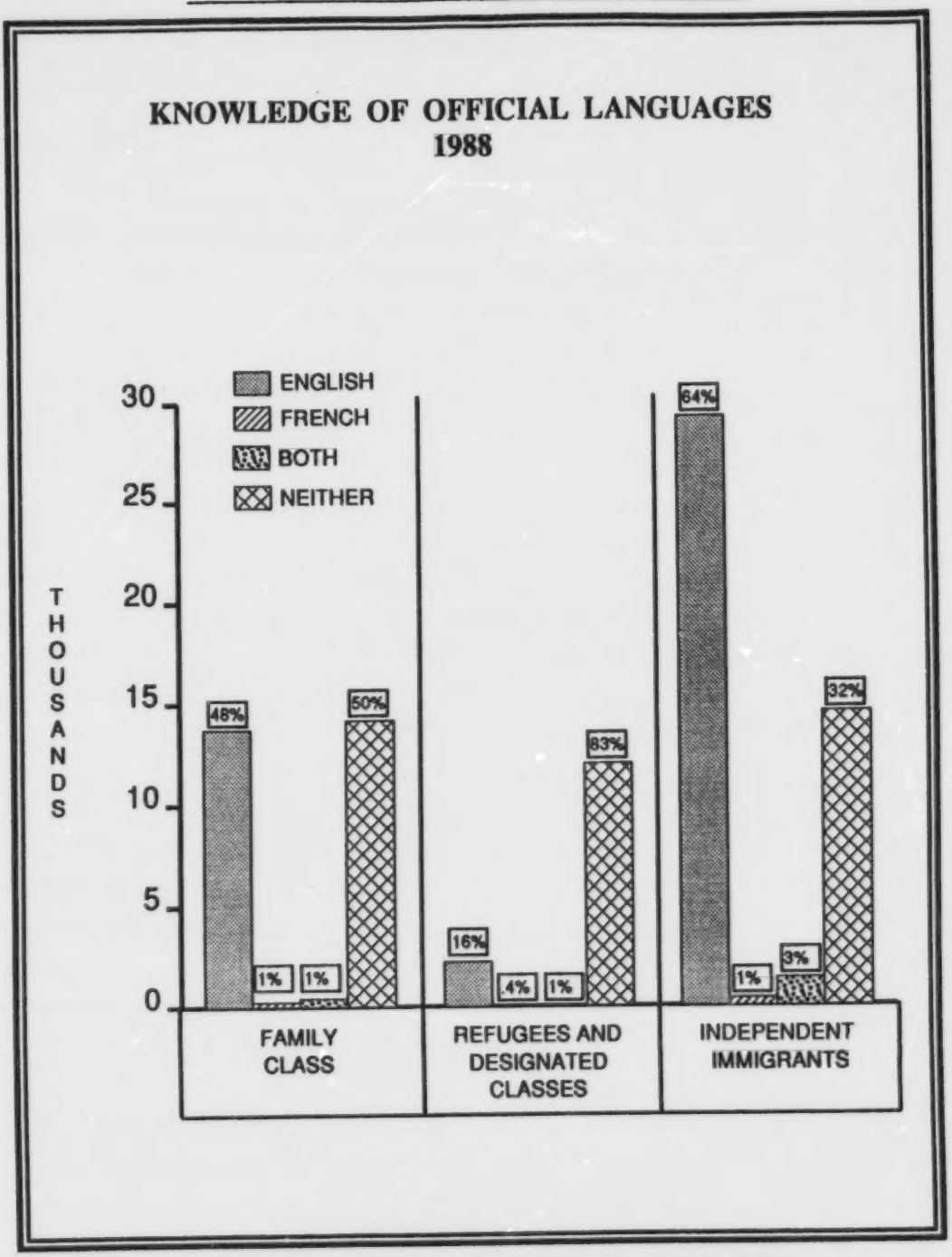
1 Preliminary estimate based on expected landings under the refugee determination system administered by the recently established Immigration and Refugee Board.

2 Does not include persons accepted through the refugee backlog clearance process.

- In 1988, Toronto was the destination of 63% of the immigrants to Ontario.
- During the 1980s, Hamilton was the destination of between 2% and 4% of the immigrants to Ontario.
- In 1988, 54% of immigrants destined for Ontario had knowledge of one or both of Canada's official languages. The decade low was in 1980 at 50% and the decade high was 62% in 1987. Knowledge of English and French is lowest among Refugee and Designated Class immigrants. In 1988, 83% of this group reported no knowledge of either official language. Chart 4 shows these findings. This has major implications for service deliverers regarding language barriers.

These Ontario numbers provide a foundation upon which a number of initiatives from around the Province may be understood. The Ministry of Citizenship has developed a wide variety of initiatives including the Professional Internship Program, the Multicultural Workplace Coordinator Grant Program, the Cultural Interpreter Pilot Project, and the Multilingual "Newcomers Guide to Services" videotape. The Ministry of Community and Social Services has developed the Bridging Initiative and the Multicultural Resource Kit and Training Program for Child Care Professionals (to name only a couple). The Ministry of Health has developed educational programs to teach students and professionals. The Ontario Women's Directorate is coordinating a five year Wife Assault Prevention Program with 15 ministries and agencies. London, Ontario has developed a non-profit Cultural Interpretation Service. The Y.W.C.A. of Metropolitan Toronto undertook a three year developmental process to make its services more accessible to women of all cultural and racial backgrounds. Other examples include North York Inter-Agency and Community Council Cross Cultural Project, CLV Interpreter Services in Toronto, the Children's Aid Society of Metro Toronto Multicultural Program and the West Scarborough Neighbourhood Community Centre. For more details of any of these initiatives refer to Appendix D.

Chart 4: Knowledge of Official Languages of Ontario's Immigrants and Refugees



Source: Canada Employment and Immigration Commission. Immigration to Ontario: A Statistical Overview, November, 1989: 13.

3.0 HAMILTON-WENTWORTH CONTEXT

3.1 Census Data for Hamilton Census Metropolitan Area

3.2 Census Data for the Region of Hamilton-Wentworth

3.3 Post 1986 Census: Immigrant Landings

3.4 International Migration Projections

3.0 HAMILTON-WENTWORTH CONTEXT

Before introducing the methodology for dealing with the research question about racial and cultural groups access to the social service system, a demographic overview of Hamilton-Wentworth is necessary. This overview summarizes the Hamilton-Wentworth population using mother tongue, ethnic origin and place of birth characteristics based on Census materials. Then the number of permanent residents and refugee claimants destined to Hamilton since the 1986 Census will be highlighted.

3.1 Census Data for Hamilton Census Metropolitan Area

Table 3 on the following page provides an overview of the mother tongue breakdown for the Hamilton Census Metropolitan Area[4] for 1976, 1981 and 1986. The mother tongue groups which reveal consistently high numbers between 1976 and 1986 include: Italian, Croatian (Serbian and other Yugoslavian languages), German, French, Polish, Netherlandic, and Portuguese.

Table 4, immediately following Table 3, provides a brief descriptive overview of four key variables - sex, age, yearly personal average income and labour force participation rate. Here are a few highlights from Table 4.

- Some mother tongue groups show abnormally high proportions of seniors in their populations. For example, 25% seniors in the Polish population, 18% in Dutch, 31% in Ukrainian, 23% in Magyar (Hungarian) mother tongue, 34% in Baltic languages and 22% in Czech and Slovak. This has immediate implications for social service planning.
- Yearly average personal incomes reveal differences across mother tongue groups, too. The Hamilton CMA average yearly personal income is $20,119. A number of mother tongue groups earn, on average, more than this:
  - Dutch with a yearly average of $23,307.
  - Magyar (Hungarian) language with a yearly average of $22,981.
  - Czech and Slovak languages with a yearly average of $22,693.

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[4] Hamilton Census Metropolitan Area (CMA) includes the Region of Hamilton-Wentworth, Burlington and Grimsby. CMA data was used here because it was the only detailed source; the Region had very limited categories under mother tongue.

TABLE 3: BRIEF STATISTICAL OVERVIEW FOR HAMILTON CENSUS METROPOLITAN AREA* FOR 1976, 1981 AND 1986 BY MOTHER TONGUE AND SEX

	1976			1981			1986+		
Mother Tongue	Total	Male	Female	Total	Male	Female	Total	Male	Female
Total CMA	529,370	261,665	267,700	542,095	266,415	275,680	557,030	272,190	284,835
English	429,380	211,080	218,300	432,075	211,335	220,735	441,205	214,810	226,395
French	8,770	4,255	4,515	9,330	4,395	4,940	7,420	3,540	3,885
Italian	24,415	12,555	11,860	26,995	13,865	13,130	22,400	11,420	10,980
Croatian, Serbian & Other Yugoslavian	8,455	4,395	4,070	10,565	5,475	5,090	9,155	4,615	4,540
Polish	5,870	2,930	2,940	7,340	3,540	3,800	6,695	3,165	3,530
Dutch	5,800	2,955	2,840	7,505	3,805	3,700	6,475	3,205	3,270
Portuguese	3,985	2,025	1,960	5,685	2,890	2,795	5,545	2,795	2,750
Ukrainian	6,950	3,460	3,495	7,500	3,685	3,820	5,260	2,540	2,715
Magyar (Hungarian)	3,850	1,980	1,875	4,540	2,330	2,215	3,665	1,815	1,850
Chinese	1,540	825	710	2,495	1,280	1,220	2,730	1,345	1,380
Indo-Iranian **	1,360	740	620	2,400	1,220	1,180	2,480	1,265	1,215
Greek	1,560	810	750	2,310	1,210	1,100	2,040	1,040	1,000
Baltic Languages	not referenced			not referenced			1,870	925	945
Czech and Slovak	1,475	755	720	1,780	905	875	1,410	685	725
Spanish	not referenced			990	495	495	1,260	620	640
Semitic	not referenced			not referenced			865	485	380
German	9,535	4,645	4,885	10,355	4,940	5,415	8,695	4,100	4,600
Not Stated	8,640	4,320	4,315	nil			nil		

* Hamilton Census Metropolitan Area includes the Region of Hamilton-Wentworth, Burlington and Grimsby

** Indo-Iranian includes Hindi, Punjabi, Urdu, Bengali, Malayalam, Tamil, Cingalese and Telugu

\+ Respondents in the 1986 Census were permitted to answer more than 1 mother tongue but they were restricted to one response in 1981 and 1976. Approximately 22,000 Hamilton CMA residents claimed multiple responses in 1986. These people are excluded from the 1986 column as it only contains single responses. Therefore the decrease in most mother tongue categories between 1981 and 1986 is a result of this Census change not an actual decrease in the numbers of various mother tongue groups.

Source: Ministry of Citizenship, Ethno-cultural Data Base. Maps and Demographic Statistics for Selected Mother Tongue Groups for Hamilton CMA, 1976 Census, 1981 Census and 1986 Census.

TABLE 4: DESCRIPTIVE OVERVIEW OF THE POPULATION OF HAMILTON CENSUS METROPOLITAN AREA FOR 1986

Mother Tongue		Age			Yearly Average Personal Income	Labour Force Participation Rate
		Total	<19	65+		
Total	Total	557,030	152,595	63,975 (11%)	$20,119	.7
	Male	272,190	77,885	26,155	25,307	.8
	Female	284,835	74,715	37,525	12,337	.6
English	Total	441,205	134,825	47,275 (11%)	20,164	.7
	Male	214,810	68,950	18,865	25,462	.8
	Female	226,395	65,875	28,410	12,500	.6
French	Total	7,420	1,080	695 (9%)	20,823	.7
	Male	3,540	560	280	26,604	.8
	Female	3,885	520	400	12,013	.5
Italian	Total	22,400	2,405	2,970 (13%)	19,288	.6
	Male	11,420	1,215	1,380	24,277	.8
	Female	10,980	1,200	1,585	10,558	.5
Croatian	Total	9,155	2,080	875 (10%)	21,148	.7
	Male	4,615	835	370	25,593	.8
	Female	4,540	880	505	12,034	.6
Polish	Total	6,695	655	1,655 (25%)	18,491	.6
	Male	3,165	310	850	23,184	.6
	Female	3,530	335	805	12,434	.5
Dutch	Total	6,475	175	1,170 (18%)	23,307	.6
	Male	3,205	90	520	29,394	.8
	Female	3,270	85	650	11,545	.4
Portuguese	Total	5,545	1,610	245 (4%)	16,586	.7
	Male	2,795	810	90	20,649	.8
	Female	2,750	795	150	9,890	.6
Ukrainian	Total	5,260	250	1,625 (31%)	20,668	.5
	Male	2,540	130	780	26,845	.6
	Female	2,715	125	850	12,117	.4
Magyar	Total	3,665	215	835 (23%)	22,981	.6
(Hungarian)	Male	1,815	110	350	28,618	.8
	Female	1,850	100	490	12,936	.5

Continued...

TABLE 4 (cont'd)

Mother Tongue		Age Total	<19	65+	Yearly Average Personal Income	Labour Force Participation Rate
Chinese	Total	2,730	655	230 (8%)	$17,459	.6
	Male	1,345	325	90	22,048	.8
	Female	1,380	325	140	11,511	.5
Indo-Iranian	Total	2,480	565	125 (5%)	19,265	.7
	Male	1,265	285	45	24,655	.9
	Female	1,215	275	75	9,471	.5
Greek	Total	2,040	380	160 (8%)	16,659	.7
	Male	1,040	195	65	19,845	.8
	Female	1,000	190	95	11,273	.6
Baltic	Total	1,870	125	640 (34%)	21,220	.5
	Male	925	55	340	24,541	.5
	Female	945	60	295	14,960	.4
Czech and	Total	1,410	115	305 (22%)	22,693	.6
Slovak	Male	685	60	140	27,729	.7
	Female	725	60	180	14,796	.5
Spanish	Total	1,260	395	30 (2%)	15,784	.7
	Male	620	205	5	21,040	.8
	Female	640	185	20	8,560	.6
Semitic	Total	865	150	55 (6%)	22,978	.7
	Male	485	60	15	28,433	.9
	Female	380	90	35	9,712	.3
German	Total	8,695	415	1,375 (16%)	23,345	.7
	Male	4,100	210	565	29,786	.8
	Female	4,600	205	815	13,361	.5

Source: Ministry of Citizenship, Ethnocultural Data Base. Demographic Statistics for Selected Mother Tongue Groups for Hamilton CMA, 1986 Census.

- Semitic languages with a yearly average of $22,978.
- German language with a yearly average of $23,345.

A number of mother tongue groups also earn substantially less than this $20,119 CMA yearly average. They include:

- Portuguese language has a yearly average of $16,586.
- Chinese language has a yearly average of $17,459.
- Greek language has a yearly average of $16,659.
- Spanish language has a yearly average of $15,784.

In general, the yearly average personal income for females is approximately half that of their same mother tongue male counterparts.

- Labour force participation rate refers to the proportion of the total population 15+ years employed in the labour force; thus, the maximum number permitted is 1.0. The CMA participation rate is .7 and two mother tongue groups fall behind this: Ukrainian and Baltic both have a participation rate of .5. In general, females across all mother tongue groups have a lower participation rate than their male counterparts.

3.2 Census Data for the Region of Hamilton-Wentworth

Since the Region of Hamilton-Wentworth is the focus of the present study, data for the Region alone is important. Unfortunately, the cross tabulations in section 3.1 could only be found for the Hamilton Census Metropolitan Area (CMA) which includes Burlington and Grimsby. At the very least, this CMA data provides some more detailed data than is available at the Regional level.

At the Regional level, the 1986 Census provides a detailed breakdown of the population of Hamilton-Wentworth by place of birth. Place of birth is a good indication of cultural and racial background but it has an important limitation. Place of birth includes white, anglo-saxon people who may be working overseas and bear children overseas, too. These children would be noted in the Census as being born outside Canada in another country. It is noted that these numbers of foreign-born children to Canadian citizens is not large. A second limitation of these data, is that they do not indicate how long the people have been in Canada. Table 5 presents this 1986 Census data.

Since there are concerns around the place of birth data, researchers usually also add data on ethnic origin to help substantiate the place of birth data. Table 6 shows large numbers of each category when compared to Table 5. Quite simply, this is because ethnic origin refers to the roots or ancestral origin of the population and should not be confused with citizenship or nationality (Statistics Canada, 1987). For example, three children born into an Italian family in Canada would have their place of birth in Table 5 noted under non-immigrants, whereas their ethnic origin would be reported as Italian.

A second important point to make about the usefulness of Table 6 on ethnic origin is that it exposes the number of aboriginal Canadians. Data based on mother tongue or home language would miss this very important category because most aboriginal people learned English as their first language and use English at home more than any other language.

TABLE 5: POPULATION OF HAMILTON-WENTWORTH BY PLACE OF BIRTH FOR THE 1986 CENSUS

	Total	%
Total Population	418,600	100.00
Non-Immigrants	313,425	74.87
Immigrants (born outside Canada)	105,035	25.12
- Europe	87,265	20.85
United Kingdom	26,955	6.44
Italy	17,575	4.20
Yugoslavia	8,585	2.05
Poland	5,725	1.37
Portugal	4,755	1.14
Netherlands	4,380	1.05
West Germany	4,015	.96
U.S.S.R.	3,685	.88
Hungary	2,830	.68
Greece	1,990	.48
Czechoslovakia	1,365	.33
Austria	955	.23
- Asia	6,815	1.63
India	1,905	.46
Vietnam	1,315	.31
Philippines	845	.20
China	820	.20
- United States	4,240	1.01
- Caribbean	3,190	.76
Jamaica	1,445	.35
Guyana	805	.19
- Middle East	1,010	.24
- Africa	975	.23
- South America	700	.17
- Central America	570	.14
- Australasia	235	.06
- Other	45	

Source: Ministry of Citizenship, Ethno-cultural Data Base, Toronto, 1986 Census.

TABLE 6: POPULATION OF HAMILTON-WENTWORTH BY ETHNIC ORIGIN FOR THE 1986 CENSUS (20% DATA)

Single Origins	284,925
British	147,515
French	10,130
Aboriginal peoples	1,645
Black	2,620
German	11,245
Italian	34,875
Ukrainian	6,945
Chinese	2,915
Dutch (Netherlands)	10,155
South Asian	3,515
Jewish	2,805
Polish	9,215
Other single origins	41,335
Multiple origins	133,680

Source: Statistics Canada, Neighbourhood Data for Hamilton-Wentworth, 1986.

3.3 Post-1986 Census: Immigrant Landings

The next nationwide Census will be done in 1991. Since the numbers of immigrants and refugees change drastically from year to year, it is important to collect those yearly numbers to add to the 1986 Census picture. Figure 2 provides an overview of the total number and percentage of permanent residents destined to Hamilton for 1986, 1987, 1988 and 1989. Refugee claimants are not included in this list but other refugees are. Approximately 9,500 permanent residents indicated Hamilton-Wentworth was their intended destination during these 4 years. These data are based on immigrants' and refugees' countries of last permanent residence. Country of last permanent residence is being used here as a proxy for ethnic origin because ethnic origin data are not available. The one limitation of using these data on country of last permanent residence is that some refugees may have fled their country of origin and ancestral roots and lived in another country for some time before coming to Hamilton. Appendix E contains some raw data on the top 5 contributing countries for each of the 7 categories (e.g., Europe, Asia, etc.) listed for each year in Figure 2.

Figure 2 shows that for the four year period there has been a steady increase in the number of people coming from Europe and Asia. The largest contributing countries from Europe are Poland, Portugal, England and Yugoslavia over the 4 years. Asia has also shown, over the last three years, a gradual increase in numbers and percent. The countries showing the largest contributions are Vietnam, Hong Kong, Kampuchea(Cambodia), India and the Philippines. The reader is referred to Appendix E for a detailed breakdown of each of the other areas and their countries.

These data on permanent residents destined to Hamilton based on country of last permanent residence do not adequately complete the picture, though, of the last four years since the 1986 Census. What about the number of refugee claimants coming into Hamilton-Wentworth?

The numbers of refugee claimants are hard to find. The Ecumenical Support Committee for Refugees (1989) Hamilton has an active caseload of approximately 1,699 people of whom the majority are refugee claimants. Approximately 900 of these 1,699 people were new clients during 1988. Currently, the Committee is

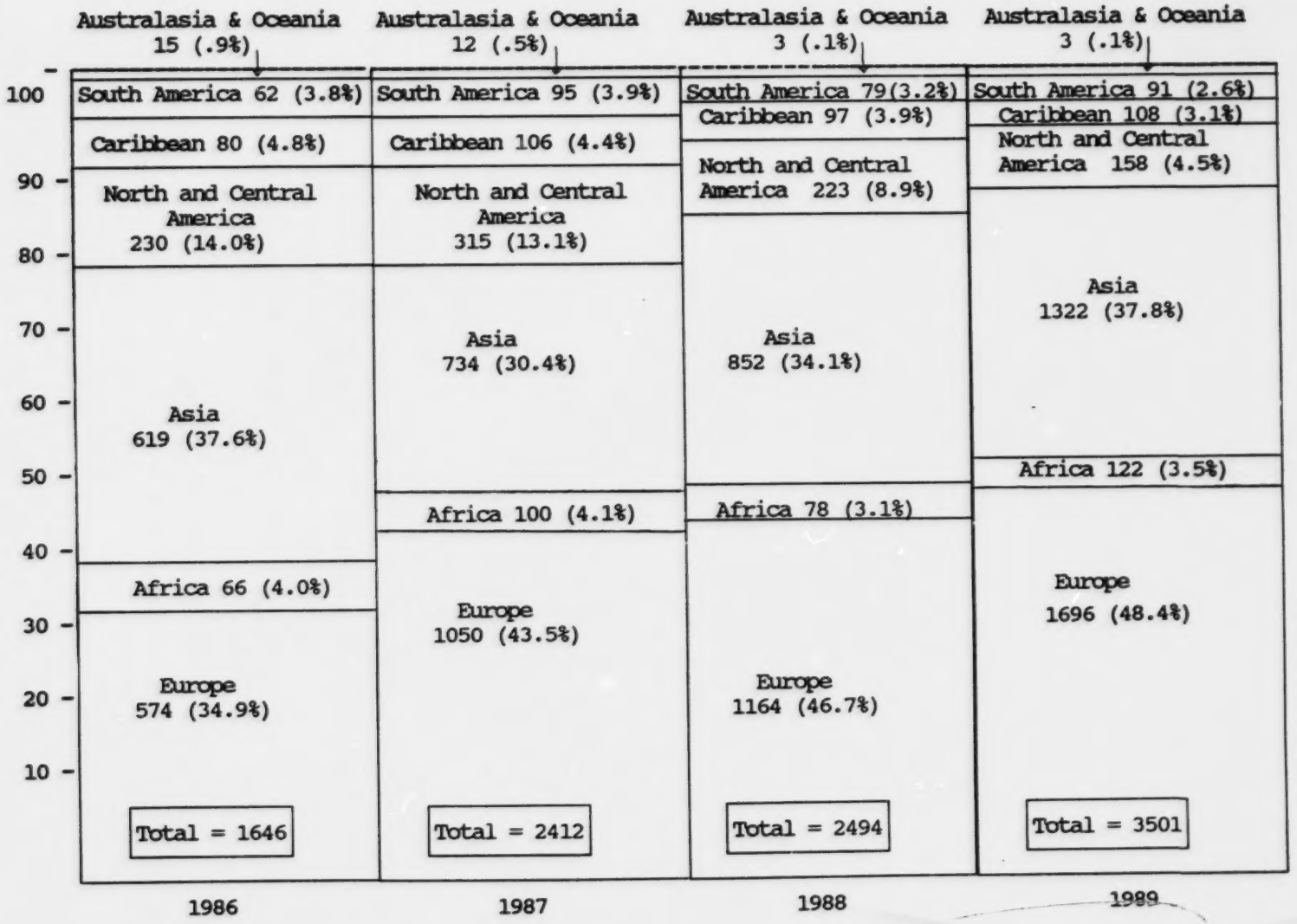
receiving approximately 15 to 20 new clients each month. This Committee works with mostly Spanish speaking people. Countries of origin for their clients include: El Salvador, Guatemala, Honduras, Nicaragua, Peru, Colombia, Argentina, Lebanon, Sudan, Somalia and Sri Lanka. There are a number of other organizations and churches in Hamilton-Wentworth that also work with refugee claimants. Thus, the numbers reported above only tell a partial story.

SPRC requested some data from the Hamilton Immigration Centre for 1989 under the new refugee claimant processing system. The Centre sent a list of refugee claimants processed between January and December 1989. These do not include the large number of refugees in the refugee backlog prior to January 1989. A total of 89 refugees were processed in Hamilton during 1989. The largest numbers of refugees listed the following as their country of last permanent residence: Lebanon (10), Sri Lanka (8), Yugoslavia (7), Poland (5), and Ghana (5). The majority (67% or 60) were male. Appendix F contains a detailed breakdown by country.

As of March 20, 1990, there were 124,000 refugee claimants in the old refugee backlog system throughout Canada (Hamilton Spectator, March 1990). The national statistics show that Hamilton-Wentworth receives, on average, approximately 2.8% of international migrant total. If this percentage is applied to the refugee backlog total, there are approximately 3,472 refugee claimants from the old backlog system destined for or already in Hamilton-Wentworth. All of these refugee claimants are not eligible for the same level of social services as other immigrants and refugees. For example, they are not eligible for Family Allowance (i.e., baby bonus cheques and, therefore, no child tax credit either), or subsidized housing through Hamilton-Wentworth Housing Authority or training programs through Canada Employment Centre.

The new, streamlined refugee determination process implemented as of January 1, 1989, already has a large number of refugees in it. Between January 1 and April 30, 1990, there were 21,000 refugees on this list across Canada (Hamilton Spectator, March 29, 1990). If 2.8% is applied to this number (given the national estimate noted previously), there could be approximately 588 refugee claimants destined to, or already in, Hamilton-Wentworth.

Figure 2: Permanent Residents* Destined to Hamilton between 1986 and 1989 by Country of Last Permanent Residence



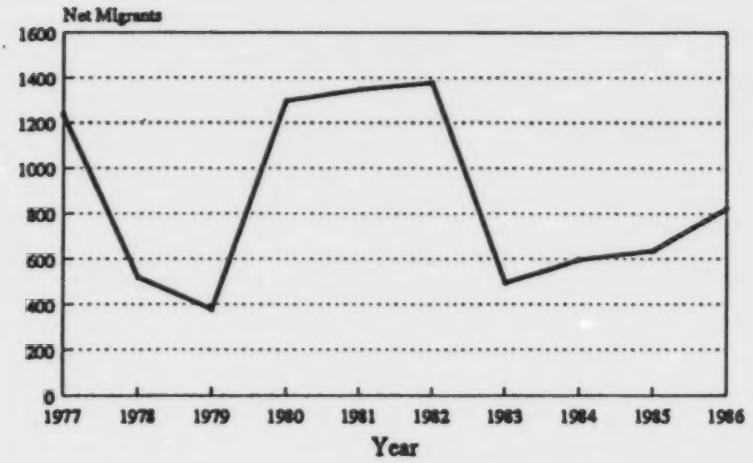
* Refugee claimants are not included in this list

Source: Raw data received from Canada Employment and Immigration Centre, Immigration Statistics Division, Immigration Information Centre. Ottawa, Ontario. Computer printout requested January, 1990. Data processed by the Social Planning and Research Council of Hamilton and District.

3.4 International Migration Projections

Graph 1 provides an historical overview for Hamilton-Wentworth of net international migration.

GRAPH 1



Source: Regional Planning and Development Department, 1989:17

"Hamilton-Wentworth is projected to receive a share of net international migration to Ontario of 4.0 percent between 1989 and 1996, increasing to 4.2 percent between 1997 and 2006" (Regional Planning and Development Department, 1989:19). Annual net migration to Ontario is expected to average 48,000 in the short term and 38,000 in the long term. "Thus projected annual net international migration to Hamilton-Wentworth under the 'most likely' scenario is 48,000 x 4.0% or 1,920 from 1989 to 1996 declining to 38,000 x 4.2% or 1,600 between 1997 and 2006" (ibid).

4.0 SPECIAL TOPICS IN THE LITERATURE

4.1 Mental Health Issues

4.2 Employment and Access to Trades and Professions

4.3 Immigrant and Refugee Women

4.4 Immigrant Seniors

4.5 Race Relations

4.0 SPECIAL TOPICS IN THE LITERATURE

A number of committees and task forces in Canada have undertaken specialized projects on certain topics. The topics that seem to recur are mental health issues for immigrants and refugees, employment and access to trades and professions, immigrant women's issues and immigrant seniors' issues.

4.1 Mental Health Issues

A twelve member Task Force was established by Health and Welfare Canada and Secretary of State on April 1, 1986 to identify factors that affect the mental health of immigrants and refugees in Canada. Over a two year period, the Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees (1988) met to review academic literature, invited oral presentations and written submissions and wrote a final report with recommendations.

The Task Force concluded that moving from one country to another was stressful but it did not necessarily cause mental illness. The mental health of newcomers becomes a concern when risk factors are added to migration stress. For example,

> In Canada, negative public attitudes, separation from family and community, inability to speak English or French, and failure to find suitable employment are among the most powerful predictors of emotional distress among migrants. Persons who are adolescent or elderly at the time of migration and women from traditional cultures are also more likely to experience difficulties during resettlement. Canada can exert considerable control over these risk-inducing forces (ibid, p.i).

Even though immigrants and refugees share many of the same problems, there is one major factor that makes them very different. Immigrants usually choose to leave their country whereas refugees are forced to leave their country. "Many refugees have experienced the loss of home and possessions, the death of friends and family, interment in refugee camps and perhaps torture which breaks minds as well as bodies" (ibid, p.5). When refugees arrive in Canada, they find more trauma because they are usually poor and do not have family nearby or social support networks.

The Task Force report notes that unfamiliar surroundings compound the stress in beginning life over again, thus there should be more attention given to resettlement and the factors which facilitate resettlement. In fact, one of the Task Force's recommendations is "that CEIC, Health and Welfare Canada, and Secretary of State provide core funding to immigrant service agencies to guarantee their operation on a long-term basis" (ibid, p.21). This is a prevention oriented recommendation.

The evidence collected during the consultation indicated that when immigrants and refugees required mental health care, they tended to seek help from agencies and organizations outside the formal system (ibid, p.47). They usually seek help based on their cultural values and beliefs which are often very different from Canada's care system. Language and cultural differences between the caregivers in the formal system and clients can often be a barrier to successful treatment. Since the Task Force concluded that it was not feasible to create "parallel" mental health services for each immigrant and refugee group to deal with the above problem, recommendations were made to alter the current generic system to make it more accessible to immigrants and refugees. This included the need to develop a national advisory body to co-ordinate and monitor services to ethnic minorities. The development of cross-cultural training modules for current agency staff and students, the need for agencies applying for funding to demonstrate their efforts to increase accessibility of their service for ethnic minorities, and the need to increase hiring of ethnic minority staff through equal opportunity policies were recommended in the report. These recommendations are intervention-based not preventative.

4.2 Employment and Access to Trades and Professions

The Ministry of Citizenship's Task Force on Access to Trades and Professions completed its work in October, 1989. This report focused on the barriers faced by foreign-trained people to employment in Ontario's trades and professions. The report makes a number of recommendations regarding the accreditation process. The Task Force reviewed entry requirements to identify discriminatory practices, investigated barriers that were outside the control of the professions or trades and recommended changes to break down any barriers, as

well as proposed ways in which foreign-trained individuals may be trained to achieve set standards.

One of the major issues was Ontario's inability to systematically, consistently and fairly assess prior learning of persons trained outside the Province. Credential accessors are biased against foreign-trained people and self-governing bodies are often reluctant to recognize training gained through work experience. The Task Force recommends that a Prior Learning Assessment Network (PLAN) be established to assess education and experience of immigrants and refugees and to also determine their equivalency with Ontario standards.

Licensure testing was another important topic. Concerns that tests may contain cultural biases or not conform to recognized standards of validity and fairness were raised. The Task Force recommended that tests be developed for occupations that are based on recognized standards of fairness, reliability and cultural and linguistic sensitivity. PLAN should provide technical assistance on test development and administration.

Discussions around language testing revealed a number of issues. Standardized tests of language fluency are poor predictors of performance, and in many cases, tests fail to assess language fluency necessary for various occupations. The Task Force recommended that the current tests be phased out and that occupation-specific tests be developed. A number of language training recommendations were also made.

The issues surrounding retraining included the note that foreign-trained people are not a hiring priority. Therefore, their access to training was limited. As well, since there has been poor assessment of prior learning, it has usually been hard to identify retraining needs. The current system is time-based not skills-based so foreign-trained people have had to relearn what they already know. The recommendations focus on the need to retrain partially qualified foreign-trained personnel and use PLAN in this process of achieving equivalency.

Finally, the decision review topic showed that people did not have adequate

routes to pursue when their applications were turned down and they were also not adequately informed about the reasons for a negative decision. The recommendations focused on the need to amend occupational legislation and develop other mechanisms regarding the opportunity to appeal decisions and receive appropriate explanation regarding negative decisions.

4.3 Immigrant and Refugee Women

Immigrant and refugee women have been identified in a number of forums as a special needs group. The Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees wrote a separate chapter on women. In general, the Task Force reports that immigrant and refugee women have a "higher incidence and intensity of risk factors and a reduced access to mitigating factors thereby creating special mental health needs" (Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, 1988:78). These factors include: it is usually the husband who decides to leave the homeland and decides where to resettle thus the woman has little control over her situation; women from traditional cultures are usually more enmeshed in family networks and are more devastated by the absence of those networks; women are primarily responsible for keeping the family together by supporting their children and partner as they adapt to the new country as well as transmitting family traditions; more immigrant and refugee women than men do not speak English or French and ESL is not as accessible for women as for men - this deepens a woman's dependency on her partner; if there is family abuse, a woman cannot flee back to her own family network because it may be many miles away; and, because of the language barrier, immigrant and refugee women are not aware of their rights or resources in Canadian society.

Similar thoughts were echoed at the Canadian Advisory Council on the Status of Women Symposium held on March, 1989 on Women and Well-Being (Fall, 1989). The Honourable Barbara McDougall noted that the health concerns of immigrant women are often closely tied to their linguistic, cultural, social and economic isolation from the general population of Canada (ibid, p.8). Rosemary Brown noted that the commonality between poor women, battered women and women of different races and cultures "is a sense of powerlessness, a belief that they lack the wherewithal to control or indeed even change those circumstances of

their life which hurt them and cause them pain" (ibid, p.9).

Locally in Hamilton-Wentworth, some activities have also taken place. In August, 1984, A Report on the Immigrant Women's Research and Community Development Project (MacQueen, 1984) was released. This research and community development project found that language was the biggest barrier for the women who participated. This, in turn, restricted their participation in Canadian society. Employment was seen as the second largest problem. The women who were not working said the reason was their English was not good enough, they could not find a job or they had no Canadian experience. In general, immigrant women "tend to be stuck in unstable jobs with low wages, low job skill requirements and few opportunities for advancement" (ibid, p.17). Respondents also noted financial problems (i.e., low income) and job retraining/education barriers. Lack of child care interferes with language training, finding employment, getting job retraining and improving levels of education. In general, immigrant women were not satisfied with their relationship with their Canada Employment counsellor as the relationship was characterized by a sense of powerlessness and confusion. Some women indicated they lacked information/orientation for adequately accessing community services. MacQueen went on to list recommendations to alleviate these and other concerns raised by women in her sample. The Immigrant Women's Action Committee continues to meet today in Hamilton to document needs and organize immigrant women to take action on their needs and other issues.

During the Spring of 1986, Women of Hamilton Acting Together organized a conference to deal with a number of women's issues. One workshop was devoted solely to immigrant women. A change in culture, loss of self-esteem, under or unemployment, language barriers, little opportunity for education, isolation and the lack of support services, family violence and lack of housing or discrimination in housing were concerns discussed in the workshop. Recommendations were targeted at each of the categories.

4.4 Immigrant Seniors

Immigrant seniors is another special needs group. During 1988 and 1989, the Ontario Advisory Council on Senior Citizens carried out a major consultation

process involving Provincial Ministries, ethno-cultural organizations and individual seniors throughout the Province. The Council discovered a number of issues. First, Council learned that some seniors were not literate in their mother tongue or in either French or English. They were also at risk of becoming isolated and dependent. Council recommended a cultural interpreter bank be developed.

Access to services was seen as another important issue because seniors had problems identifying their needs to service providers. They also had trouble finding available services. "Services are seldom accessed directly by ethno-cultural seniors and that family members and, to a lesser extent, ethno-cultural organizations and friends play key roles" (ibid, p.37). In general, seniors prefer to be served by their own people in their own organizations.

The third issue focused on housing and long-term care. Seniors wanted culturally sensitive home support services and if they had to live in a long-term care facility, they would like to be with those of the same cultural background.

Other issues covered in the report include health care, money, the family and, finally, friends and community. The consultation process confirmed the notion that Ontario's ethno-cultural seniors are not a homogenous group. The seventy recommendations attempt to facilitate the planning of seniors' services given the diversity of needs both within and between groups, as well as to ensure the opportunity for equal access to services.

A national workshop on ethnicity and aging held in February, 1988 reported similar items of discussion (Canadian Public Health Association, 1988). Workshop participants listed factors that contribute to how well an ethno-cultural senior ages. These factors include: "size and other characteristics of the ethnic group to which he or she belongs; Canadian societal values, in particular, openness to diverse cultural traditions and values and the North American attitude to aging; and the availability of information and the accessibility of culturally appropriate services" (ibid, p.2). A striking statistic noted at the workshop was that among seniors twice as many women as

men speak neither English or French (ibid, p.7). The thirty-three recommendations made at this workshop included the need to involve seniors in the planning of services and the need to sensitize generic agencies.

4.5 Race Relations

> "Race Relations" means different things to different people. Indeed, the concepts of race and racism have been defined in various ways. In fact, "race" as a scientific form of human classification has been deemed unnecessary. Social racism, or the ways in which people use racial designations for descriptive and usually pejorative purposes, however, is still a valid area of study. (Henry, 1986:1)

Henry goes on to note that racial discrimination work in Canada has largely been initiated by members of disadvantaged communities rather than academia. Consequently, racial inequality tends to fall into the realm of political organization and community development. Despite these constraints on research, "the body of knowledge on discrimination in Canada is substantial" (ibid., p.3).

There are a number of areas where the race relations topic is prominent due to the increasing participation of non-white persons. This participation comes in a variety of forms including volunteer work on advisory committees, task forces and agencies as well as paid staff in agencies and government offices. The key areas where race relations has been made more obvious is in housing, immigration and social services.

Henry (1986) reports on a number of studies which noted that visible minority groups claimed discrimination interfered with their adjustment to a new life in Canada. In fact, visible minorities who may need services but have been mistreated in the past by the social service system will probably not turn to the formal system until their trust has been restored. This is significant if the social service system believes it is responsive to the "community". Other studies have measured discrimination in the public service sector (Social Planning and Research Council of Hamilton and District, 1982) and employment (Social Planning Council of Metropolitan Toronto, 1982).

5.0 LITERATURE ON BARRIERS TO ACCESSING SERVICES

5.0 LITERATURE ON BARRIERS TO ACCESSING SERVICES

Two major research reports have recently been written on cultural and racial groups' access to the health and social service system. The Toronto Social Planning Council (Doyle and Visano, 1987) and the Ottawa-Carleton Social Planning Council (Bergin, 1988) each collected primary data for their focus on access to services. These two studies noted that measuring access to services depends on an accurate assessment of barriers as well as the identification of strategies or activities (immediate and long term) to reduce these barriers. The two studies collected data on both the barriers and current (or future) strategies agencies have implemented to reduce these barriers. Highlights of the barriers found by the two studies are presented below. The strategies are not included for the sake of brevity. The barriers are highlighted in order to compare them to the findings in the Hamilton-Wentworth study.

The Ottawa study included the following participants:

- senior administrators (generic agencies), 297 sampled, 128 responded (43%), mail survey
- also surveyed generic service providers, 33 sampled, 19 responded (58%), mail survey
- ethno-specific service providers, 33 sampled, 17 responded (52%), mail survey
- ethno-cultural citizens and clients
  a) sampled 40 clients face-to-face interviews
  b) sampled 108 ethnic associations, 17 responded (16%), mail survey

The Toronto study included the following participants:

- generic service providers, sampled 135 face to face interviews, followed by mail out, 60 responded (44%)
- ethno-specific services, 40 sampled, face-to-face interviews
- clients, 160 sampled, face-to-face interviews

HIGHLIGHTS OF BARRIERS FOUND IN THE TORONTO AND OTTAWA STUDIES

Toronto Study

A. Information Barriers

1. 87% service providers agreed general public is not well informed about available services.
2. 81% of providers agreed information is available in English only
3. 72% agreed information is available in print only

"Equitable delivery depends on informed participation" (p.57).

B. Administrative Barriers

1. 83% of service providers agreed service delivery is frustrating and confusing
2. 68% agreed clients have to wait too long for appointments
3. 67% agreed forms are in English only
4. 65% agreed that forms are too long and confusing
5. 60% agreed office hours are inconvenient
6. "Surprisingly providers do not appear to be well informed" about their clients or access issues ... "Information that is so basic to the delivery of services needs to be better gathered, structured and exchanged" (p.90)

Ottawa Study

A. Information Barriers

1. 85% of generic senior administrators do not have policies regarding the use of promotional material; they do not advertise their services in languages other than English or French.
2. Immigrant aid workers ranked lack of information about services second only to lack of language skills
3. lack of knowledge about services was most evident in clients with limited English

B. Reception, Forms and Explanations

1. 95% of senior administrators do not have reception staff who speak languages other than English or French
2. 93% of senior administrators do not provide explanatory information in languages other than English or French
3. None of the senior administrators provide consent forms and release of information forms in languages other than English or French
4. 52% of the interviewed clients recounted incidents which suggested that problems had been encountered when completing forms. Clients however "are reluctant to admit difficulties" (p.55)
5. "Service providers seem to take for granted that the person who accompanies the client, regardless of how well he/she speaks English, will not only translate but will, as well, explain the content of the forms and the implications of signing them" (p.55)

Toronto Study	Ottawa Study
C. Cultural Barriers 1. 93% of service providers agreed that consumers do not understand the role of professionals 2. 82% agreed the way in which services are delivered is inappropriate for some cultures 3. 75% agreed the kinds of services delivered are inappropriate for some cultures 4. 77% agreed that consumers feel stigmatized about their illness 5. 69% agreed that consumers feel stigmatized when they seek assistance even though they have a right 6. "Far too frequently, analyses of barriers do not take culture into consideration." (p.70)	C. Cultural Barriers 1. 55% of generic service providers acknowledged a difference between the way ethnic group clients approached them and the way general population clients do 2. 53% reported frustration because of a lack of knowledge about the cultural background of some of their clients 3. 57% had not attended any cross-cultural training events 4. 73% of the problems named by generic service providers included culture as a factor 5. only 27% of the senior administrators reported language-related barriers 6. "Overall, the impression is that neither organizational respondents nor clients themselves interpret problems experienced in giving or receiving services as arising from cultural differences." (p.87)
D. Physical/Geographical Barriers 1. 56% of providers state clients need to travel too far to get to services 2. 59% of providers think that the institutional settings are too large and therefore discourage consumers 3. "The diversification of location and size of agencies enable greater accessibility, thereby enhancing a degree of greater consumer participation." (p.67)	D. Physical/Geographic Barriers - none measured
E. Barrier of Costs 1. 57% of providers believe day care related costs are barriers to access 2. 57% also believe that transportation related costs are barriers to access 3. 28% also think clients cannot afford to pay for services	E. Barrier of Costs - none measured

This overview was not meant to be exhaustive. It was intended to give the reader a flavour for the type of access research that has taken place. Only the service provider results were pulled from these 2 studies because these data could then be compared with the Hamilton-Wentworth data. The Hamilton-Wentworth SPRC project focused more on small group discussions with clients and citizens rather than face-to-face interviews. (For more information on the client responses to the above barriers, the reader should read the full reports.)

It is noteworthy that the largest proportion of respondents agreeing that certain aspects are indeed barriers to access, fall into the cultural and information barrier categories. Section 7.3.1 of the Hamilton report reveals some striking similarities; the highest level of agreement across respondents (i.e., at least two-thirds) falls into the cultural and information barrier categories.

6.0 METHODOLOGY FOR HAMILTON-WENTWORTH STUDY

6.1 Action Research Principles

6.2 Focus on Workshops

6.3 Study Participants

6.4 Action Research Activities

- 6.4.1 Preliminary Field Work
- 6.4.2 Mail Survey on Barriers and Goals
- 6.4.3 Board of Directors Mail Survey
- 6.4.4 Service Provider Workshops
- 6.4.5 Citizen Workshops

6.5 Follow-up Workshops to Finalize the Report

6.6 Limitations and Strengths of the Methods

6.0 METHODOLOGY FOR THE HAMILTON-WENTWORTH STUDY

6.1 Action Research Principles

It has already been noted that this Hamilton-Wentworth study was based on action research principles. Both the study carried out in Toronto (Doyle and Visano 1987a) and the one completed in Ottawa (Bergin 1988) used this concept to guide their work. Doyle and Visano (1987a) note that "the application of a community development approach in research is described as action research" (p.39) and notes that the people who must take action to change a certain situation participate in the research. Bergin (1988) takes a slightly different focus. She sees the research process "as a dialogue over time, part of a total educational experience in which community needs are identified and the dimensions of a particular problem are revealed and clarified" (Bergin 1988:19). She too emphasizes that those likely to be involved in making changes and/or affected by those changes, participate in the process.

In order to begin to achieve this action research focus, an Ad Hoc Citizen Advisory Committee was formed to guide the racial/cultural content of the project. Members from the following communities were invited to join the committee: North American Indian, Chinese, Japanese, Punjabi, Italian, Polish, Spanish, Vietnamese, Arab, West Indian and Black. Essentially, this committee provided racial/cultural guidance to the project regarding, for example, the definition of ethnicity, race, etc., how to access citizens for the workshops, how to organize workshops to capture the interests of various racial and cultural groups, and subsequently, helped facilitate the workshops. Most of the Committee members spoke other languages than just English so they were able to translate for workshop participants during the small group discussions.

6.2 Focus on Workshops

After having seen the results of the two studies that each took approximately two years to complete, SPRC decided there was one component of both of those studies which would not be undertaken. Both the Toronto study and the Ottawa study had very low response rates to the survey of agencies to collect data on their clients' racial and cultural affiliations. The Ottawa study (Bergin 1988) notes that "client data recorded by mainstream health and

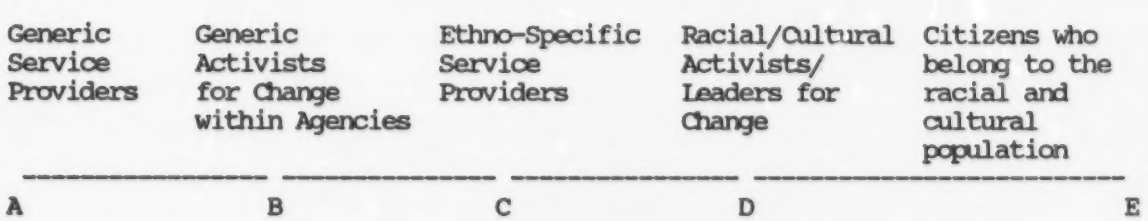
social service organizations is insufficient to draw conclusions about relative utilization rates" (p.38). Approximately, 51% of surveyed organizations maintain formal records on clients' languages but only 16% record ethnic origin data. Similarly, Doyle and Visano (1987a) stated that "serious gaps were revealed in the information regarding the cultural and racial characteristics of the clientele and the composition of the workforce, including board and volunteer representation" (p.102).

Since these two major studies attempted to collect these data but found they were either not collected and therefore not available, or agencies were reluctant to share these data, SPRC decided not to go to this expense. Instead SPRC decided to focus its energies on workshops where either service providers or citizens could meet to discuss issues. Thus, the amount of survey work done in the current project was minimal. The three surveys undertaken are described in section 6.4.

6.3 Study Participants

The study participants are best conceptualized on a continuum. The continuum has generic service providers on one end and diverse racial and cultural citizens on the other end. Figure 3 presents this visually.

FIGURE 3: STUDY PARTICIPANTS



SPRC attempted to involve the people at points A through E on the continuum throughout the study process. The service providers are located on points A, B and C on the continuum. These were a fairly easily defined group. On the other hand, the ethno-specific service providers (C), the racial/cultural activists for change (D) and "citizens" (E) were less clearly delineated. In some cases, a workshop participant could be classified under C, D and E simultaneously. For

example, a Spanish speaking woman who came to Canada from South America as a refugee 5 years ago works in an ethno-specific agency, is involved as a volunteer in lobbying for legislative employment-related changes but also has personal experience to share as a refuge coming to Canada and becoming a "citizen". Since the Citizen Advisory Committee noted this could be an issue at the outset of the project, the information flyers distributed to invite people to workshops very clearly explained whether they were for service providers or citizens. Participants, like the woman described above, were asked to attend and participate if they would share their experiences and struggles from the perspective of a citizen, not a service provider.

SPRC had also hoped to have a larger number of people from E on the continuum (i.e., citizens who are members of the racial and cultural population). Since there had been little time and resources for community development work to reach out to the informal networks and because workshops in general may not always be a significant attraction, the respondent group on the "citizen" end of the continuum would best be characterized under D, "racial/cultural activists/leaders for change". Thus, SPRC does not have a large, pure citizen respondent sample in this study. Nonetheless, the 30 people who attended the citizen workshops echoed many of the same issues described by "clients" in the much larger Toronto and Ottawa studies.

6.4 Action Research Activities

Since SPRC was not interested in reinventing the wheel, especially the parts of the wheel that did not function properly (e.g., the attempt to gather client utilization data from agencies), SPRC decided to replicate various aspects of the Toronto study that required some local, Hamilton-Wentworth data. The Research Advisory Committee, a standing committee of SPRC, provided technical input into the development and implementation of the survey work. The Ad Hoc Citizen Advisory Committee provided input into the design of the workshops and encouraged people to attend these workshops. Table 7 provides an overview of the activities that were undertaken in Hamilton-Wentworth.

TABLE 7: ACTION RESEARCH ACTIVITIES IN HAMILTON-WENTWORTH

Activity	Who Contacted	Who Responded
1. Preliminary Field Work (August 1989) Telephone survey of 36 agencies	Generic Agency Executive Directors	- 33 of 36 selected agencies responded
2. Mail survey regarding barriers to access and important goals (December 1989)	Generic (n=68) and Ethno-specific (n=20) Agency Executive Directors	- 36 of 68 Generic agencies responded (53%) - 10 of 20 (50%) agencies but in some agencies more than 1 staff person completed the survey, therefore there are 14 responses
3. Board of Directors Composition Mail Survey (January 1990)	Generic (n=68) and Ethno-specific (n=20) Agency Executive Directors	- 27 of 68 Generic agencies responded (40%) - 3 of 20 Ethno-specific agencies responded (15%)
4. Service Provider Workshops on goals for Hamilton-Wentworth - February 1990 - April 1990	Generic (n=68) and Ethno-specific (n=20) Agencies	- 23 of 68 Generic agencies participated(34%) - 10 of 20 Ethno-specific agencies participated (50%)
5. Citizen Workshops - April 1990	Churches, associations groups, agencies, constituency offices, etc	- A total of 30 "citizens" participated
6. Follow-up Workshops to finalize report - September 1990	- 121 agencies - 122 citizens	- 14 agencies - 13 citizens

6.4.1 Preliminary Field Work

Thirty-six generic agencies were selected for an initial scan of issues (Appendix G contains this list). This telephone survey was completed by a summer student. The selected agencies comprised a cross section of residential facilities, emergency food and shelter services, legal services, child welfare services, counselling services and services for battered women and their children. Agency Executive Directors were asked four questions.

1. Do you presently offer any services which are specifically designed

for individual racial or cultural groups?

2. Do you have any plans to offer new services to racial or cultural groups or any other special initiatives?
3. What are the current problems you experience in attempting to serve specific racial or cultural groups?
4. And finally, do you have any ideas about how the delivery of social services to multicultural groups could be improved?

Thirty-three of the 36 Executive Directors responded to these questions. The remaining three were away on holidays during this phase of the study and could not be contacted.

6.4.2 Mail Survey on Barriers and Goals

This survey was a replication of the survey used by the Toronto Social Planning Council (Doyle and Visano, 1987) with some minor modifications. Essentially, the Hamilton Study took the list of barriers and asked each of the 88 respondents to indicate whether he/she strongly agreed, agreed somewhat, disagreed somewhat, or strongly disagreed. Barriers are a way of measuring degree of access to services. The barriers fell into six categories: 1) information barriers, 2) administrative barriers, 3) cost barriers, 4) socio-cultural barriers, 5) physical and geographical barriers and 6) other issues. Respondents were not asked, as they were in the Toronto study, about the strategies or measures respondents thought their agency could undertake to reduce these barriers. This would have required indepth personal interviews and much time.

The goal statements were taken from the Toronto workshops. Twelve goal statements were built into the Hamilton-Wentworth survey with an open-ended question at the end for respondents to add any other goals that they thought had been missed in the list of 12. Both intra and inter-agency goals as well as societal goals are listed. Fifty-two percent (n=46) of the 88 generic and ethno-specific agencies responded to this survey - a fairly good response rate for a mailout survey. Appendix H contains a copy of the survey and a list of those agencies that received a copy of the survey.

6.4.3 Boards of Directors Mail Survey

Each of the 88 agencies mentioned above also received a copy of the survey addressed to members of Boards of Directors and other standing committees (run by volunteers). This one page survey and its list of definitions attempted to measure the ethnic composition of the major decision-making mechanisms of agencies. This survey was meant to measure, in part, organizational access. Each volunteer committee member and director was asked to list anonymously his/her mother's ethnicity, father's ethnicity, first language learned as a child, language(s) spoken fluently today and to list other community-based volunteer activities. Appendix I contains a copy of this form.

Twenty-seven of the 68 generic agencies (40%) responded to this survey. Of these 27, 3 refused to complete the form and 2 informed SPRC that they did not have a volunteer Board of Directors or committees.

Very few ethno-specific agencies responded to the survey; three out of 20 agencies (15%).

There could be a number of reasons for this difference in response rate between the two sets of agencies. First, the generic service providers see completing surveys as part of their job; it is part of their agencies' daily activities. This may not be so in ethno-specific agencies. Second, ethno-specific agencies may have thought that it is fairly obvious who are their Board members. For example, the Portuguese Information Centre may have all Portuguese Board members. Third, perhaps the timing was not good. The local newspaper was covering some other community work that SPRC was doing on the need for a complaints mechanism for individuals who believe they have been mistreated by agencies. Perhaps ethno-specific services (and generic services too) may have been concerned about how SPRC would then use this information.

6.4.4 Service Provider Workshops

After the data from the mail survey in December 1989 on barriers and goals had been analyzed, a summary of this information was written and sent out to all 88 agencies along with an invitation to participate in a day-long workshop to further discuss the goals and their implications for Hamilton-Wentworth.

Twenty-three of the 68 generic agencies (34%) participated in this workshop as did 10 of the 20 ethno-specific agencies (50%). These participants came from a variety of agencies (e.g., emergency shelters, child welfare, income assistance, employment, etc.); these agencies appear to be a representative sample of the 88 agencies (refer to Appendix J for a list).

The goals of the workshop were to:

1. Review the list of barriers, as reported by survey respondents, which inhibit access to the social service system for members of cultural and racial groups.

2.a) Review the list of goals developed from feedback from survey respondents (i.e., both generic and ethno-specific agencies).

b) Develop a list of goal priorities for Hamilton-Wentworth that could reduce barriers to access.

3.a) Develop a list of opportunities and resources (i.e., the positive components in the community) that will help the community achieve the list of goals.

b) Discuss the conditions which will inhibit the achievement of these goals.

4. Develop a list of strategies (i.e., specific action steps) that should be implemented in order to achieve the goals.

The workshop began with a presentation of the barriers and goals from the mail survey followed by a question period. The participants were then divided into small groups for discussion. First, the groups discussed the goals in order to come to a better understanding of what each of the goals mean. Section 7.4.1 documents these goals and participants' perceptions of them. The small groups were also asked to develop consensus within the groups regarding whether each goal should be top priority, medium priority, low priority or not a goal for Hamilton-Wentworth. (These are defined in section 7.4.1.)

Some goals proved to be problematic for the workshop participants. It was difficult to develop a consensus around a priority both within and between groups for certain goal statements. This may have been a result of a lack of information available at the workshop and/or participants had very divergent views and would not change their opinions.

The second half of the day saw the participants focus on an exercise that had been developed for the Toronto study. It included the need for each small group to take a number of goal statements and answer 3 main questions for each goal. (Each group was given one to three goals to work on - not all twelve.) The three main questions for each goal were:

1. What would the social service system look like 5 years from now if this particular goal was achieved? (This was called the visioning exercise.)
2. What are the opportunities (i.e., the favourable circumstances) and the constraints/restrictions which will facilitate or inhibit the achievement of this particular goal?
3. What specific action steps are required in order to achieve this particular goal?

The proceedings of this workshop were written and sent to workshop participants for verification. Two agencies sent notes of clarification. These proceedings form section 7.4.1 of this report.

A half-day follow-up session was organized to deal with two goal statements that required the most amount of follow-up discussion. The April 1990 half-day workshop focused on goal A.4, "to increase the number of specialized services available to various racial and cultural populations in their own language" and goal A.7, "to increase specific services provision to refugee groups".

Participants in this workshop were asked to focus on two specific questions in light of these two goals.

1. What services should be provided?
2. What criteria should be used to decide which groups should be served first, second, etc.?

Once again, workshop notes were compiled and sent to participants for their verification. One participant forwarded a note of clarification by the requested deadline about ESL waiting lists. SPRC used these proceedings to formulate section 7.4.2.

6.4.5 Citizen Workshops

Two workshops were organized for diverse racial and cultural citizens of Hamilton-Wentworth to maximize the opportunity to participate. One workshop was held on a Thursday evening and the other was held on a Sunday afternoon. People did not have to go to both workshops as the same agenda was used for both. As already noted above, only a few "citizens" per se participated. The majority of the participants would be described as ethno-specific, community activists, who, for the most part, bring the voices of those they help to workshops like this one.

The Ad Hoc Citizen Advisory Committee suggested that these citizen workshops set aside the jargon of "barriers and goals" but measure these concepts using a different approach than was used for the service providers workshops. The major reason for doing this was to simplify the language so those participants, whose preferred language of communication was not English, could also contribute to the discussion. Ad Hoc Committee members functioned as group facilitators and translators as necessary in the small groups.

The workshops began with an SPRC staff person explaining the study, the data collected so far, and how they, as workshop participants, could contribute to this process of creating a more accessible social service system. This was the introduction to part 1 of the workshop. This was followed by a series of more general questions and comments that were intended to encourage people to start talking about their experiences.

1. Why are we not part of the social service system? That is why are we not policy makers or deliverers and why are we not clients? (Aboriginal people on the Ad Hoc Committee took exception to this latter question about not being clients because they believe they are probably over represented in some social services agencies.)
2. Discuss integration versus ghettoization. Integration refers to mutual acceptance and respect while maintaining cultural identity. Ghettoization refers to the geographic, social and economic isolation of groups of people.
3. What is Canadian culture/heritage/way-of-life and how can we integrate without losing our identity? What could the roles of minorities and

the general population be in facilitating integration?

The 17 workshop participants on the Thursday evening were divided into 2 groups to deal with these questions. The 13 participants on Sunday afternoon were divided into 3 small groups as there were a few participants who did not speak English and required more of the facilitator's time to translate and keep the group together. The same small groups were maintained for parts 2 and 3 of the agenda.

Part 2 of the agenda had participants select 1 or 2 case scenarios and they were asked to read the scenarios out loud and then answer the questions. The scenario topics included employment and retraining, English as a second language, housing and family violence. The questions for each of these scenarios were all the same. (Appendix K contains a copy of these scenarios and questions.) The questions were:

1. Do you have any suggestions for this person?
2. What difficulties or problems do you think a person might have trying to get ... (a particular service)?
3. What do you think would make it easier for a person to get ... (a particular service)?

These questions were intended to stimulate discussion around access problems that workshop participants or people they knew had experienced.

Part 3 of the agenda had the small groups report highlights of their discussion to the larger group. Then the groups were lead by a volunteer Ad Hoc Citizen Advisory Committee member through the following questions:

1. What suggestions or solutions can we make for improving the social service system?
2. Where do we go from here and what type of follow-up activity would you like to see?

6.5 Follow-Up Workshops to Finalize the Report

Approximately 14 agencies and 13 citizens attended two different workshops. Neither group had any more information to add to the report. The discussion

focused on how the report's recommendations should now be implemented.

6.6 Limitations and Strengths of the Methods

One major question is important here. What is the position of the non-participants for both the service provider workshops and the citizen workshops regarding the priorized list of goals and list of recommendations? Were the non-participating service providers essentially happy with the process and thought they did not have much to contribute so that they left it to others? Do some service providers believe the issue of access to the social service system for diverse racial and cultural populations is not a big concern for this community? Are some citizens tired of attending workshops that never change situations anyway? Are citizens just too busy with volunteer work in their own communities that they do not have the time or energy to go to yet another meeting? Should SPRC have arranged to pay citizens to participate in this process as do some larger research agencies? These questions are hard to answer in a project of this kind. The September workshops, preceded by the three month review period at least allowed the opportunity for concerned people to come forward.

There are a number of strengths to this workshop methodology, too. First, workshops provide an opportunity for people to network. Second, small group discussions facilitate information sharing and problem solving more than do written surveys. Third, the small groups had very good overviews and insights, especially the citizens, about their respective communities. And finally, small group discussions, especially for citizen groups, help bring communities closer together and foster greater mutual understanding.

7.0 FINDINGS AND DISCUSSION FROM HAMILTON-WENTWORTH

7.1 Preliminary Field Work

7.2 Board of Directors Survey

7.3 Agency Survey on Barriers to Access and Goals

- 7.3.1 Barriers
- 7.3.2 Goals

7.4 Service Provider Workshops

- 7.4.1 February Workshop
- 7.4.2 April Workshop

7.5 Cultural and Racial Citizens Workshop

- 7.5.1 General Issues
- 7.5.2 Employment and Retraining
- 7.5.3 Housing
- 7.5.4 ESL Programs
- 7.5.5 The Future for these Citizens
- 7.5.6 Citizen Workshop Recommendations

7.0 FINDINGS AND DISCUSSION FROM HAMILTON-WENTWORTH

This chapter will summarize all of the data collected through the surveys and workshops described in the previous chapter. First, the findings from some preliminary field work carried out in August, 1989 will be presented, followed by the Board of Directors' survey results. Then, the data from the survey of agencies regarding perceived barriers to accessing services and important goals for Hamilton-Wentworth will be presented, including the qualitative findings from the workshops for service providers and citizens.

7.1 Preliminary Field Work

As noted in chapter 6.0, a brief telephone survey of thirty-six agencies was completed in August, 1989. Thirty-three agencies (92%) responded to the four major questions contained in the survey.

Question 1:

"Do you presently offer any services which are specifically designed for individual racial or cultural groups?" Twenty-six of the agencies (79%) responded "no". The remaining seven agencies said "yes", they have staff who speak different languages.

Question 2:

"Do you have plans (either immediate or long term) to offer new services to certain racial or cultural groups or any other special initiatives?" Twenty-four agencies (73%) responded "no". The nine other agencies said "yes" including: being alert to hiring staff with other than English language skills; want to develop support groups for Polish women; talking about cultural interpreters for family violence; struggling with francophone issues; volunteers in multicultural Hamilton; identified multicultural services as an issue, and advertise our services in other languages.

Question 3:

"What are current problems you experience in attempting to serve specific racial and cultural groups?" Twelve respondents (36%) said they did not have any problems. The remaining twenty-one listed the following problems: language

difficulties (11 respondents); cultural and family value differences and, therefore, the need for more cultural understanding (8 respondents); marketing our programs; discovering needs and interests of various groups; funding; serving special needs component of cultural and racial groups (e.g., deaf people); newcomers do not understand the Canadian social service system; need a registry of translators/interpreters, and we usually have to find a family member or someone in the community to help us translate for certain clients.

Question 4:

"Do you have any ideas about how the delivery of social services to multicultural groups can be improved?" Respondents made a number of suggestions that were also reiterated in the workshop proceedings. These are presented later in this chapter, so that only highlights will be presented here. The suggestions include: we need more interpreters familiar with our mandate; we need more staff who speak other languages; we need presentations from various racial and cultural groups so we then understand their values and practices better; racial and cultural groups should have more opportunities (e.g., special sessions) to learn what their rights are and what programs are available (e.g., learn about the system - perhaps a half day); we need quarterly meetings of all agencies who deal with a variety of racial and cultural groups, and we need to adjust agencies to meet the needs of diverse racial and cultural groups.

7.2 Board of Directors Survey

It has already been noted in the methodology that there was a 34% return rate on these surveys. SPRC was hoping for a higher return rate, nonetheless the results provide some description, despite their lack of generalizability. As well, there was not 100% participation of Board of Directors and committee volunteers, because some were absent from the meeting, and these numbers were not noted on the survey.

Twenty ethno-specific agencies were sent surveys and three responded (15%). These 3 agencies had 22 volunteers identify their ethnicity, languages spoken and volunteer community experience. Respondents were permitted to indicate more than one response to languages spoken fluently today. All but 1 respondent said they spoke English fluently now. Of those respondents who indicated more than 1

language, 7 (32%) said they also speak Spanish fluently, 2 (9%) said they also speak Dutch, 2 (9%) said Polish and 2 (9%) said German. Remaining languages included Japanese, French, Yugoslavian, Ukrainian, Philipino, Urdu, Ghanian and Punjabi. Only 7 (32%) noted that the first language they learned as a child was English. The next largest group was Spanish (6, 27%). The other 15 learned 1 of the above languages first. Respondents were asked about their mothers' ethnicity and their fathers' ethnicity. The largest group was Latin American for both the mother's and father's ethnicity (6, 27% each); the remaining groups reflect the language groups listed above. The data on respondents' volunteer community experience covered both racial and cultural activities as well as generic associations and organizations.

Sixty-eight generic agencies were sent surveys and 27 responded (40%). Of these, two said they did not have a volunteer Board of Directors or volunteer committees and three refused to participate. Of the remaining 22 agencies, there were 213 respondents. Respondents were permitted to indicate more than 1 language spoken fluently today. Approximately 206 (99%) of the respondents indicated they speak English fluently today; the next largest groups were French (8, 4%), German (4, 2%) and Polish (3, 1%). The largest language groups for the question "what language did you first learn as a child?" included English (197, 92%), Italian (5, 2%) and Dutch (5, 2%). Other first languages noted were German, Polish, Yugoslavian, Swedish, Japanese, Flemish, Ukrainian, Hindi, Marathi and French. The largest groups for the question on father's ethnicity were British (75, 35%), Canadian (38, 18%), Scottish (26, 12%), Italian (10, 5%), German (8, 4%), Irish (8, 4%) and Dutch (8, 4%). The largest groups for the question on mother's ethnicity were British (65, 31%), Canadian (42, 20%), Scottish (20, 9%), Irish (17, 8%), Italian (10, 5%), French (9, 4%) and Dutch (8, 4%). Seventeen other ethnicities were also listed here with less than 6 respondents each.

It is noteworthy that there is a major difference between the ethno-specific and generic agency respondents' languages first learned as a child. Thirty-two percent (n=7/22) of the ethno-specific respondents learned English as their first language but 92% (n=197/213) of the generic providers learned English as their first language. The generic respondents also showed a

prevalence of European ethnic backgrounds (both mother's and father's ethnicity) including British, Scottish, Irish, Dutch, German and Italian whereas the ethno-specific respondents showed a predominance of South and Central American, Asia and the Caribbean. Unfortunately, these data and their comparisons must be viewed with caution because of the low response rate and lack of generalizability.

7.3 Agency Survey on Barriers to Access and Goals

7.3.1 Barriers

The Toronto Social Planning Council study had surveyed agencies about what they thought were barriers for diverse racial and cultural groups' access to the social service system. The Hamilton-Wentworth study essentially replicated that portion of that study with some minor wording changes and a few additional items. Since ethno-specific organizations' perspectives and opinions may differ from generic organizations, two sets of responses are presented in the tables.

Table 8 presents the list of barriers in which at least two-thirds of the ethno-specific and generic service provider respondents agreed or strongly agreed these were indeed barriers. Two-thirds agreement was the dividing line here because it was thought there should be a clearer distinction than simply using the 50% dividing line. Consequently, the list in Table 8 can be very clearly viewed as a list of <u>obvious</u> barriers (not questionable) because two-thirds of the respondents agreed they were barriers. The other key point that was used to decide which barriers to include in which tables was to place greater emphasis on the ethno-specific respondents' data. For example, barrier A.4 had agreement from 71% of the ethno-specific respondents (therefore, it falls above the two-thirds criteria), but agreement from only 56% of the generic respondents. Barrier A.4 is included in Table 8.

TABLE 8: ETHNO-SPECIFIC AND GENERIC ORGANIZATIONS LIST OF BARRIERS (AT LEAST TWO-THIRDS AGREEMENT)

Type of Barrier	Ethno-specific* number and percent in agreement	Generic* number and percent in agreement
A. Information Barriers		
A.1 People in general do not know what services are available.	13 (93%)	32 (89%)
A.2 Most information about services is available in English only.	13 (93%)	31 (86%)
A.3 Most information about services is available in print only.	11 (79%)	29 (81%)
A.4 Agency staff are not able to refer people of some cultures to other services because links with other agencies are not well developed and they do not know what services other agencies provide.	10 (71%)	20 (56%)
B. Administrative Barriers		
B.5 Forms are available in English only.	14 (100%)	29 (81%)
D. Socio-Cultural Barriers		
D.1 People of some cultures who were born outside Canada have not had past experience with the system of social services and they, therefore, do not understand the role of different helping professionals (e.g., people of some cultures do not use outside services to deal with family matters).	14 (100%)	34 (94%)
D.2 The kinds of services available are not always appropriate for some cultures.	13 (93%)	31 (86%)
D.3 The way in which services are delivered is not always appropriate for some cultures.	11 (79%)	33 (92%)
D.4 The stigma attached to certain illnesses prevents potential clients from seeking services.	10 (77%)	31 (86%)
D.6 The composition of staff at generic organizations does not reflect the cultural and racial diversity of the Hamilton-Wentworth community and this reduces the appropriateness and effectiveness of services.	10 (71%)	24 (67%)
D.7 There are too few members of cultural and racial groups on the Board of Directors and other policy and planning committees of agencies to help make decisions about the appropriateness and effectiveness of services for Hamilton-Wentworth.	10 (71%)	25 (69%)

Continued ...

TABLE 8 (Continued)

Type of Barrier	Ethno-specific* number and percent in agreement	Generic* number and percent in agreement
F. Other Issues		
F.1 In general, cultural and racial groups feel uncertain and powerless when dealing with agencies in the social service system.	13 (93%)	30 (83%)
F.2 In general, individuals of cultural and racial groups become familiar with services primarily through family and friends.	14 (100%)	33 (92%)
F.3 In general, individuals from diverse cultural and racial groups feel that their accent, dialect or manner in which they speak English leaves them poorly understood by service providers.	13 (93%)	29 (81%)
F.4 The responsibility for helping individuals access services has been put on smaller, often poorly funded and understaffed ethno-specific agencies.	13 (93%)	28 (78%)

* There were fourteen ethno-specific respondents total and thirty-six generic respondents.

There were also a number of barriers in which the respondents were almost equally divided between the "agree" and "disagree" categories. Once again, the decision to include a barrier in Table 9 was based on the ethno-specific responses. Barriers were included if the ethno-specific assessment response rate was approximately 50% but less than two-thirds. Table 9 shows some interesting differences of perception between the generic and ethno-specific respondents.

TABLE 9: BARRIERS FOR WHICH THE NUMBER OF RESPONDENTS WERE ESSENTIALLY SPLIT IN HALF BUT LESS THAN TWO-THIRDS

Type of Barrier	Ethno-specific* number and percent in agreement	Generic* number and percent in agreement
B. Administrative Barriers		
B.1 Office hours are not convenient for people of some cultures.	7 (50%)	19 (53%)
B.2 People in general have to wait too long to get appointments.	8 (57%)	23 (64%)
B.3 People of some cultures are frustrated and confused by the highly structured nature of service delivery system.	9 (64%)	28 (78%)
B.4 Application forms are too long and confusing.	9 (64%)	28 (78%)
C. Barriers of Costs		
C.3 In general, people do not have access to services because they cannot afford to pay for child care.	7 (50%)	26 (72%)
D. Socio-Cultural Barriers		
D.5 The perception that social services is the same as welfare - which has stigma attached to it - prevents potential clients from seeking services.	7 (50%)	30 (83%)
D.8 In general, people of diverse cultural and racial groups feel that services in the social service system discriminate against them because of their racial and cultural heritage.	7 (50%)	20 (56%)
E. Physical and Geographical Barriers		
E.3 People of some cultures are discouraged from using services which are located in large institutional settings.	9 (64%)	19 (54%)

* There were 14 ethno-specific respondents and 36 generic respondents.

There were some barriers on the survey which only a few ethno-specific and generic organizations thought were barriers. The low percentages in the columns of Table 10 reflect those respondents who answered "agree strongly" or "agree somewhat". These items were not seen as barriers to the same magnitude as were those presented in Tables 8 and 9. Since cost and geographical aspects (e.g., distance) were not seen as barriers by the majority of respondents, these may be seen as a strength of the current system. These may actually enhance access to services.

TABLE 10: ITEMS THAT ARE NOT PERCEIVED AS BARRIERS TO ACCESS BECAUSE VERY FEW RESPONDENTS AGREED

Type of Barrier	Ethno-specific* number and percent in agreement	Generic* number and percent in agreement
C. Barrier of Costs		
C.1 In general, people do not have access to services because they cannot afford to pay for the service.	2 (14%)	9 (25%)
C.2 In general, people do not have access to services because they cannot afford to pay for transportation.	5 (36%)	19 (53%)
E. Physical and Geographical Barriers		
E.1 Offices are not located close to public transportation.	1 (7%)	6 (17%)
E.2 In general, people are discouraged from using services because they have to travel too far.	2 (14%)	6 (22%)

* There were 14 ethno-specific respondents and 36 generic respondents.

In summary, it is noteworthy that the majority of the information (4/4) and socio-cultural (6/8) barriers received at least two-thirds agreement from the ethno-specific respondents. Administration barriers showed a greater tendency toward the same number of respondents agreeing and disagreeing. It is also

noteworthy that costs and physical/geographical barriers were not generally viewed as barriers by the majority of respondents. Once barriers have been identified, goals can be developed that will reduce or eliminate these barriers.

7.3.2 Goals

The second section of the mailed survey contained a list of goal statements that respondents were asked to rate as top, medium or low priority, including the option to indicate that a goal should not even be considered in the Hamilton-Wentworth community[5]. These goal statements were extracted from the literature (Doyle and Visano, 1987) but the survey also contained an open-ended section for respondents to add goal statements that they believed were not already presented. Most of the additional suggestions were essentially sub-components of the listed goals or more specific statements about those goals.

Table 11 presents the findings of the second part of the survey which focused on those goals. (Appendix L contains a summary of the survey data and Appendix M contains more qualitative details.) Column A contains the total number of both ethno-specific and generic respondents who chose each of the twelve goal statements as top priority. For example, under column A, thirty-four respondents (out of a possible fifty respondents total) chose B.1 as their top priority goal. This was approximately 68%. Column A data were used to rank order the list of goals based on top priority responses; the reader will note that the list of goals is written in descending order with the items that received the higher number of top priority responses at the top of the list.

Column B contains the ethno-specific (E.S.) respondents and the goals they chose as top priority. Column C contains the generic (G) respondents and the goals they chose as top priority. When the numbers in columns B and C are

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5 A top priority goal should be acted upon within the next two years before any other goal for Hamilton-Wentworth. A medium priority goal is important but should not receive too much attention until after the top priority goals have been adequately dealt with and services are in place. A low priority goal is a long-term goal that, perhaps ten years from now, should be considered but not before priorities 1 and 2. And the fourth option was that a goal statement should not be a goal for Hamilton-Wentworth.

added, they equal the number found in column A. These two columns were considered important because they show the difference in response patterns between the two groups.

Column D contains the total number of both ethno-specific and generic respondents who chose each of the goal statements as medium priority. Since this level of priority was not seen as critical as top priority, it was not further divided into ethno-specific and generic responses.

Column A is useful only in that it lists an aggregate or pooled set of top priority responses and provides some order to these goals. But it is important to check for major differences between the two groups. This is where columns B and C become useful. In general, there are some similarities in the percentage of both groups of respondents who chose certain top priorities. Nonetheless, there are also a number of major differences in the percentages between the two groups.

One might consider focusing on the goals in columns B and C in which there is 10% or more differences between them. For example, under goal A.6 (to increase the number of interpreters) the ethno-specific respondents (79%) are separated from the generic respondents (61%) by eighteen percentage points. Thus, more ethno-specific respondents saw this item as top priority than did generic respondents. There are a number of other goals in which there is a 10% difference between the groups. Goal A.4 (to increase the number of specialized services in various languages) was rated top priority for 79% of the ethno-specific respondents but only 47% of generic respondents. Goals B.2 (to promote awareness) and A.2 (to increase the involvement of racial groups in Boards of Directors, etc.) were both seen as top priority by a greater percentage of ethno-specific respondents (64% and 64% respectively) than generic respondents (53% and 50% respectively). Based on these notes of differences between groups, it is obvious that the ethno-specific respondents would have a slightly different order to their list.

It is important to pause here to consider an apparent contradiction. Not only is there a difference between ethno-specific and generic service providers

in their rating of goal A.2 regarding increasing the involvement of members of various racial and cultural groups in the planning and management of agencies, but there is a difference between identified barriers and what could be done about reducing these barriers. Table 8 shows that at least two-thirds of both ethno-specific and generic service providers agreed that there are too few members of cultural and racial groups participating in the management of agencies. This was labelled as a barrier. It is noteworthy that generic agencies would note this lack of participation by cultural and racial groups as a barrier but not see the need to increase their involvement as a top priority goal. A similar note could be made about goal A.3 regarding the need to change staff composition in agencies to more adequately reflect the Hamilton-Wentworth population.

Column D was included as well because it helps complete the picture of the goals by their type of priority. In fact, for all the goals except one, at least 80% of the respondents chose top or medium priority - very few chose low priority or "should not be a goal for Hamilton-Wentworth". The one exception was goal A.3 (to change the staff composition at agencies to make it so that agencies reflect the racial and cultural diversity of the community) in which 33% (12) of the generic providers thought this goal should be low priority or not a goal at all.

So column D helps complete the picture. Seventy-eight percent of all respondents chose either top priority or medium priority for all the goals except A.3 (to change the staff composition) and A.7 (to increase services to refugees). This table provided a very good foundation for the service provider workshops to discuss rank ordering this list during small group discussions.

A number of qualitative comments were also added to these goals by respondents. These qualitative highlights are included in Appendix M. Similar qualitative data surfaced during the service provider workshops.

TABLE 11: LIST OF GOAL STATEMENTS THAT RESPONDENTS RATED AS TOP PRIORITY OR SECOND PRIORITY IN THE SURVEY MAILED OUT DECEMBER 21, 1989

	A* Total # (%) chose top priority	B E.S. # (%) chose top priority	C G # (%) chose top priority	D* Total # (%) chose medium priority
B.1 To sensitize members of the general population regarding the needs and issues of cultural and racial group members.	34 (68%)	9 (64%)	25 (69%)	8 (16%)
A.6 To increase the number of interpreters available to assist clients to communicate with staff of generic agencies.	33 (66%)	11 (79%)	22 (61%)	9 (18%)
A.1 To sensitize generic agencies regarding a variety of cultural and racial issues.	32 (64%)	8 (57%)	24 (67%)	15 (30%)
A.9 To increase the co-operation and collaboration between generic and ethno-specific agencies in order to have better information available to the consumer regardless of his/her point of access into the social service system.	32 (64%)	10 (71%)	22 (61%)	13 (26%)
B.3 To promote co-operation among diverse racial and cultural groups and the general community.	29 (58%)	9 (64%)	20 (56%)	11 (22%)
A.4 To increase the number of specialized services available to various racial and cultural populations in their own language.	28 (56%)	11 (79%)	17 (47%)	12 (24%)
B.2 To promote awareness of different races and cultures in the Hamilton-Wentworth community.	28 (56%)	9 (64%)	19 (53%)	11 (22%)

Continued ...

TABLE 11 (Continued)

	A* Total # (%) chose top priority	B E.S. # (%) chose top priority	C G # (%) chose top priority	D* Total # (%) chose medium priority
A.2 To increase the involvement of members of various cultural and racial groups in the planning and management of generic agencies (e.g., become members of Boards of Directors, members of various committees, etc.)	27 (54%)	9 (64%)	18 (50%)	20 (40%)
A.8 To increase the number of opportunities for racial and cultural groups to work together to articulate their needs and plan solutions.	26 (52%)	8 (57%)	18 (50%)	14 (28%)
A.5 To increase the amount of written material in the languages of racial and cultural groups served by generic agencies.	24 (48%)	7 (50%)	17 (47%)	17 (34%)
A.3 To change the composition of staff at agencies so that agencies reflect the cultural and racial diversity of the Hamilton-Wentworth community.	14 (28%)	5 (36%)	9 (25%)	19 (38%)
A.7 To increase specific services provision to refugee groups.	11 (22%)	4 (29%)	7 (19%)	18 (36%)

* In columns A and D, "total" refers to the number of ethno-specific and generic respondents who chose that priority (i.e., raw numbers were summed). Therefore, the numbers in A and D could not exceed 50 because there were 14 ethno-specific respondents and 36 generic respondents.

7.4 Service Provider Workshops

7.4.1 February Workshop

The same service providers who were sent copies of the survey on barriers and goals to complete were invited to the two workshops. The first workshop invitation also contained a draft copy of the survey results for their information.

At the first workshop, thirty agencies or organizations participated. The first exercise of the February workshop was for workshop participants to study a table of data resulting from the survey (refer to Table 11) and, in small groups, discuss each goal and attempt to develop a consensus around whether each goal was top, medium or low priority (i.e., a rating of 1, 2 or 3 respectively). Much qualitative data emerged from this exercise (refer to Appendix N for a copy of the recorded discussion for each goal). Appendix J contains a list of the 20 generic agencies and 10 ethno-specific agencies that participated.

Some very general points will be presented here to give the reader some insight into the workshop discussion.

Goal B.1 - "to sensitize the general population"

- Participants essentially saw this goal as important now but not immediately achievable. This goal was labelled long term and ongoing and affecting kindergarten children through to adults.

Goal A.6 - "to increase the number of interpreters available"

- Participants talked about the need to have trained and paid interpreters (both in language and in culture) especially for those going through the settlement process. In Hamilton-Wentworth, volunteer interpreters are currently being overburdened with requests from too many agencies. There is a lack of training especially around ethics and confidentiality and many times volunteers cannot take time off their paid employment to assist at an agency. It was labelled top priority by four out of five groups (there was consensus about this priority within the four groups).

Goal A.1 - "to sensitize generic agencies"

- Participants noted that many generic agencies require sensitization; some government offices still have the term "alien" on their forms. There is currently a lack of time and training in agencies. It was labelled top priority by all five groups, but there was a lack of consensus in one group.

Goal A.9 - "to increase the co-operation ... between generic and ethno-specific agencies..."

- Participants agreed they needed to network and to work together more as well as get a better understanding of the available resources, unmet needs and who is doing what around the community. It was labelled top priority by all five groups but there was no consensus within one group.

Goal B.3 - "to promote co-operation among ... and the general society"

- Participants thought this goal was important now, but not immediately achievable (similar to Goal B.1). This goal, too, was labelled long term and ongoing and societal in nature as well as a major undertaking.

Goal A.4 - "to increase the number of specialized services available ..."

- Participants' reaction in general to this goal was "it depends" on what the general service system is currently providing versus what the ethno-specific services are providing. There is no sense of what the needs are or their priorities. This goal is tied to the need for interpreters goal (A.6) and the need to provide more services for refugees (A.7). It was labelled top and medium priority.

Goal B.2 - "to promote awareness..."

- Participants thought this goal was like B.1 and B.3. given it is societal in nature and therefore considered long term and ongoing.

Goal A.2. - "..involvement in board of directors,...."

- In general, participants saw the need to change the composition of boards and committees, but if issues are too staff-driven in some agencies (e.g., boards and committees simply "rubber-stamp" staff work), then this goal is not useful. Participants were also cautious about token multicultural representation and whether or not some representatives may even be interested in joining a "generic" Board of Directors given all their other commitments. No consensus reached.

Goal A.9. - "to increase the opportunity for ethno-specific groups to work together"

- Participants wondered what was currently taking place in Hamilton-Wentworth. It was thought that with co-operation, more could be accomplished especially given that these groups may have some similar problems. No consensus reached.

Goal A.5. - "to increase the amount of written material in other languages"

- Participants noted that illiteracy in other languages may be a problem, therefore, other forms of communication should be considered (e.g., audio and visual). If a brochure is developed in a language other than English, will the perception then be that service is available in that language? No consensus around priority 1 or 2.

Goal A.3. - "to change staff composition at agencies..."

- Participants noted they did not want tokenism and that just because someone from a particular culture is hired does not mean that person "represents" that group. No consensus around priority 1, 2, or 3.

Goal A.7. - "to increase services provision to refugee groups"

- Participants wondered how long a person is a refugee after settling in Canada. Participants also felt they did not know enough right now about what is available and what needs exist. Hopefully, if all the other priority 1s and 2s are accomplished, refugees needs will be served.

This information on each of the goals is summarized in Table 12. In the left hand column, each goal should have a total of 5 marks beside it. In some instances, there may be 6 marks because a group could not reach consensus and chose two priority ratings. Or there may only be 4 marks because one group thought the goal was ongoing and could not assign a number. The right hand column shows the conclusions drawn at that session.

TABLE 12: DEVELOPING CONSENSUS AROUND PRIORITY RATING OF EACH GOAL STATEMENT THROUGH SMALL GROUP WORK

Priority Rating 1	2	3	4	Goal		Conclusion
//		//		B.1	Sensitizing general population	long term & ongoing
////	/			A.6	Increase number of interpreters	priority #1
////*				A.1	Sensitize generic agencies	priority #1
////*				A.9	Increased co-operation ES/M agencies	priority #1
	///	/		B.3	Co-operation between ES/M communities	ongoing, priority 2 or 3
///	//			A.4	Increase specialized services	it depends, 1 or 2
/		///		B.2	Promote awareness in Region	long term & ongoing
/	///	//		A.2	Involvement in Board of Directors	no consensus
/	/	///		A.8	Increase ES groups working together	no consensus
///	//			A.5	Increased written material	priority 1 or 2
///	//	/		A.3	Change staff composition	1, 2 or 3
///	/			A.7	Increased services to refugees	priority #1, maybe not a necessary goal if other goals achieved

Priority Rating (left hand column) is defined as follows:

1 refers to top priority - this goal should be acted upon within the next 2 years before any other goal

2 refers to medium priority - this goal is important but should not receive too much attention until after the top priority goals have been adequately dealt with and services are in place (maybe 5 years)

3 refers to low priority - this is a long term goal that should be considered perhaps 10 years from now but not before priorities 1 and 2 are in place

4 refers to goals that should not be undertaken in Hamilton-Wentworth

* Majority but not consensus within one of the groups

Table 12 helped the participants see which goals still required more discussion. At this point in the workshop, it was considered important to have each individual rank order the goals to validate the small group discussion results. Each person was given a sheet of paper and asked to rank order each goal in order of importance (a rank of 1 indicated the individual's most important goal). Workshop participants were asked to imagine there were limited funds available and rank order the goals that should get funding first versus those that could wait for funding.

Goal A.8 was left off this list because the responses during the discussion indicated a lack of information about what was already going on and given there were citizen workshops planned, this goal could be put to them. The other goals that were not included in this rank ordering were B.1, B.2, and B.3 because participants saw these as long term goals that would be slow to start up and ongoing. There was no disagreement. The remaining 8 goals required further thoughts from participants so they were asked to rank order them. Table 13 contains the results of this rank ordering exercise.

TABLE 13: RANK ORDERING OF THE 8 REMAINING GOALS

Goal	Rank Order (frequency of response) 1	2	3	4	5	6	7	8
A.6 To increase the number of interpreters available to assist clients to communicate with staff of generic agencies.	14	4	6	4	1	2	0	0
A.1 To sensitize generic agencies regarding a variety of cultural and racial issues.	11	8	6	1	2	0	2	0
A.9 To increase the co-operation and collaboration between generic and ethno-specific agencies in order to have better information available to the consumer regardless of his/her point of access into the social service system.	4	8	5	5	3	3	1	1
*A.4 To increase the number of specialized services available to various racial and cultural populations in their own language.	1	3	8	6	5	3	3	2
*A.7 To increase specific services provision to refugee groups.	3	4	2	3	6	2	7	4
A.3 To change the composition of staff at agencies so that agencies reflect the cultural and racial diversity of the Hamilton-Wentworth community.	1	3	3	4	6	8	6	0
A.5 To increase the amount of written material in the languages of racial and cultural groups served by generic agencies.	2	2	2	5	7	5	5	3
A.2 To increase the involvement of members of various cultural and racial groups in the planning and management of generic agencies (e.g., become members of Boards of Directors, members of various committees, etc.)	1	2	1	3	2	3	3	16

Note: Not all items sum to 31 because some respondents missed items.

* Based on qualitative feedback from the rank orderings that people handed in, these two are confusing and should be collapsed together.

Table 13 shows that goals A.6, A.1 and A.9 have the greatest frequency of responses in the top three ranks. The other goals show much more variation in the respondents rank ordering. These goals probably require more work at a subsequent workshop.

Some workshop participants also included some qualitative comments with their rank ordering sheet. The most common comment was that goal A.4, increasing the number of specialized services, should also include goal A.7, increase specific services provision to refugee groups. Otherwise A.4 implies the exclusion of "refugees" because it is listed as a separate goal; A.4 would appear to only deal with "immigrants". In fact, one respondent believed that if all the other goals were achieved, A.4, increasing the number of specialized services, would automatically be achieved. Another respondent stated the converse; if goal A.4 is achieved, most of the other goals would be achieved.

One participant explained the relationship between all these goals rather succinctly. "Many of these goals are connected to one another. For example, one can't increase co-operation (A.9) until one sensitizes generic agencies (A.1). And many of the concrete activities (A.4, A.5 and A.7) are of more practical help but aren't likely to happen without the more philosophical changes inherent in A.1 and A.9."

After this phase of the workshop, each group was given one or more related goals and asked to do three things with these goals. First, they were asked to imagine what the social service system would look like in five years if their group's goals were achieved. This was called the visioning exercise and focuses on outcome measures. Second, they were asked to discuss and list the opportunities and constraints that will facilitate or inhibit achievement of their goal. Third, they were asked to list the specific action steps required to make that group's goal achievable. The five small groups had much to contribute to these three topics. The workshop proceedings are contained in Appendix O. Following, here is a report of the visioning exercise only, for each of the goals discussed. This visioning information sheds much light on the <u>access</u> to social service question, but also cites the need for certain items that are not currently <u>available</u>.

The information from the visioning exercise is presented here by goal area, not by small group because some groups discussed the same goals.

Vision for Goal A.7, "to increase specific services provision to refugee groups" (all types of refugees are included here).

- should have equal access to services - conventional and claimants
- claimants should have access to government housing and family allowance
- claimants need access to ESL training allowances and employment re: training programs
- group sponsored refugees - should have access to OHIP, welfare, housing, etc.
- "head of the house" has to be the man on CEC forms - this should not be so
- sponsored ESL priority is for men - women should have equal access
- GWA - first and last month's rent should be available
- retraining is only available to persons out of labour force for the last six months retraining is only available to persons out of the labour force for the last six months and for women on social assistance or working part time as long as they are landed immigrants - there should be more flexibility here. What about women working at low paying, menial jobs?
- licensing of immigration consultants
- mental health services for victims of rape, torture, war - post traumatic stress
- police education about minorities and vice versa
- singles - problems with alcohol
- introduction to Canadian culture - roles of police, etc.
- documentation centre for different countries
- educational system would take into account the history of refugee children and special needs of refugee children - poverty, etc.
- life skills education
- marital/family counselling and special issues
- greater availability of child care services at ESL classes
- there would be relevant services to immigrant women in need given their

isolation from the larger community[6]

Vision for changes to generic agencies: sensitizing generic agencies (A.1); involvement in Boards and committees (A.2), and changing staff composition (A.3).

- have book/list of all agencies dealing with multicultural groups
- be able to phone into a centralized service or coordinating body (addresses, phone numbers, contact people)
- ideal to have an advocate to co-ordinate this service (or an advocacy committee)
    - provide educational services to agencies (workshops)
    - perhaps there should be compulsory education to service providers
    - should be a group with "teeth" - provide a power base (cultural and racial connection)
    - like SHAIR International Resource Centre
    - committee would organize education based on needs of group asking for education
- video presentations or person-to-person education
- audio-visual aids on various cultures to be made available to agencies
- staff sharing/exchange/buddy system between generic and ethno-specific agencies
    - this results in better service co-ordination and networking
- newsletter?
- media coverage - local Cable T.V., paper, etc.
    - agencies should go to media more to "sell" their agency's activities, etc.
- culturally sensitive not just the "right" ethnic background needed for staff/Board representation
- have workshops for Boards of Directors to culturally sensitize members - build it into the training of new Board members
- build cultural sensitivity training into all staff and volunteer training

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6 This was a point of clarification added by the Citizen Advisory Committee. They noted that a number of points already included in goal A.7 focused on women but also thought a very blatant statement should be made.

- every agency should set aside 1 day/year to do this
- could develop a program package to give out in order to do this
- receive direction from various sub-committees (tell their own stories)

- caution needed: people of diverse racial and cultural groups are overworked because of ESL, jobs, families, etc. - little time for Boards of Directors work, etc.
- people from different racial and cultural backgrounds may feel unqualified to sit on Boards
- personal stories have great impact (on Boards of Directors) - perhaps a one-shot deal if not on Board permanently
- there should be more than just general population representation on all Boards but they must be culturally sensitive representatives and this issue is important only if the Board really accomplishes its task (doesn't just rubber stamp)
- funders should be sensitized - they should ask themselves questions like "is this proposal sensitive to multicultural needs"
- all agencies should have multicultural policies that are reviewed annually
- leadership development in multicultural community is important to feed Board of Directors/staff, etc.
- responsive reception area in agencies, co-operative and friendly acknowledgement of the person's needs, acknowledgement of different social mannerisms and greetings
- staff and board representatives reflective of client population (racially and culturally)
- all staff are more flexible and less rigid
- increase the number of service providers (case workers)
- stronger connections between generic agencies and ethno-specific agencies

Vision for societal changes: sensitizing the general population (B.1); promoting awareness in the Region (B.2); increasing co-operation between ethno-specific and the general community (B.3).

- we would have awareness of other cultures
- we would recognize common problems
- acknowledge multiculturalism
- smaller degree of racist attitudes

- there would be up-to-date information readily available
- there would be an information exchange network
- citizens would be invited to attend agency Board meetings (advertised)
- there would be easier access to interpreters
- there would be a Multicultural Ombudsman

Vision for increasing specialized services (A.4) and the need for interpreter services (A.6).

- easier for ethno-specific groups to live and integrate
- sufficient number of interpreters to deal with language barriers (ethno-specifically)
- sufficient, competent "cultural" interpreters (qualified, certified, etc.). There should be a minimum competency level e.g., a resource pool of interpreters who understand both languages and cultural differences. Perhaps on a fee for service basis.
- currently, volunteer interpreters are being overburdened with many requests and sometimes they cannot leave their job to assist at an agency during the day.
- standards of ethics required regarding confidentiality (which are also cultural sensitive)
- appropriate screening mechanisms to better interpret cultural differences regarding different norms, etc. and the necessary link to services i.e., judicial system. (Interpreter seen as a middle person to assist interpretation in both directions (client and agency).
- better information sharing amongst agencies
- better community-based information and supports would be made available to clients involved in ESL
- better mechanism for determining what potential clients need which interpretive services. Evaluate what has priority in terms of type of interpretation services necessary.
- contract service from cultural groups (versus generic agencies doing it all) to meet specialized service needs
- workers for each ethnic group's club to be in contact with generic agencies
- ethno-specific, community-based advocacy centre
- more interpreters

- central source of interpreters service, access to every language

7.4.2 April Workshop

After the results of this first workshop had been assembled, it was decided to have a half day workshop to deal specifically with goal A.4, "the need to increase the number of specialized services available to various racial and cultural populations in their own language". Goal A.7, "to increase specific services provision to refugee groups", would also be discussed since participants believed they were connected.

Two questions provided the focus for this half day workshop. Given the goal A.4, refers to increasing the number of specialized services available in different languages and culturally sensitive, what services should be provided? And second, what criteria should be used to decide which groups should be given priority?

To put these two questions into context, an overview of two very different models that affect the priority given to certain services was presented. The models are best viewed as a continuum. The following figure illustrates the differences between the models.

FIGURE 4: THE MELTING POT VERSUS MULTICULTURALISM MODELS

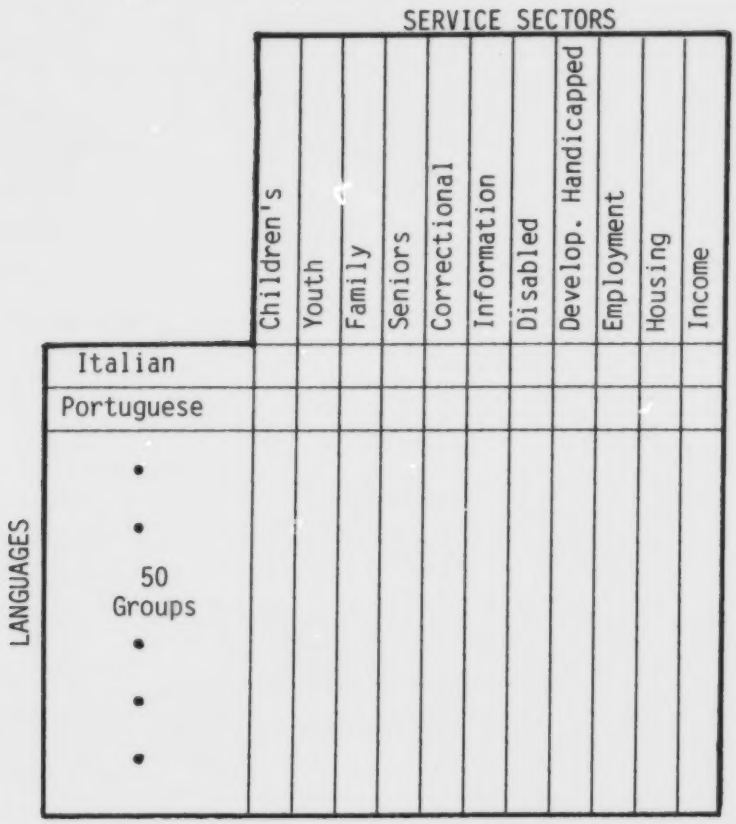
Melting Pot(mainstream)	Mixed Models	Total Multiculturalism
Initial assistance for new arrivals Expectation that they will adopt host culture within first few years and then access mainstream agencies. Emphasis upon: ESL Settlement Sensitization	Some languages, some services	Residents should be able to access all services in native language and culture throughout life-cycle. Emphasis upon: ethno-specific services in all sectors for all languages

The melting pot refers to a society in which all citizens, including newcomers to the country, adopt the prevailing values, relinquish their cultural identity and essentially become part of the dominant society. Multiculturalism, on the other hand, sees newcomers maintaining their cultural identity and co-existing with the dominant culture. Canada views itself as multicultural whereas the United States considers itself a melting pot.

One of the key points made during this presentation was that even if English-as-a-Second-Language classes were offered to everybody so that at least they could communicate their needs to service providers, there was still going to be a major cultural gap. That is, a service provider may misunderstand the needs of a person if he/she is not cognizant of cultural and racial aspects underlying the client's expressions and definition of need.

Figure 5 reveals an ideal vision, including the cost implications, of a system that serves all people equally - that is, total multiculturalism based on the previous continuum. The language group category was selected only as an example. Ethnic origin could also be used here with the same effect. This figure provided a good illustration of the need to choose certain service priorities as well as racial and cultural group priorities.

FIGURE 5: AN IDEAL VISION OF SERVICES FOR THE DIVERSE RACIAL AND CULTURAL POPULATION OF HAMILTON-WENTWORTH*



Total of a possible 50 language groups

* One generalist for each language group in each service area. 50 language groups x 11 service sectors = 550 staff people $30,000/year x 550 staff = $16,500,000.00 potential cost.
* This estimation is based on 550 <u>new</u> staff, but actually this may not necessarily mean $16,500,000.00 if there is some integration of staff with these language and cultural skills into already existing services.

Which Services?

Workshop participants began with the question, which services? The participants agreed that there should be a number of paid, trained, generalist cultural interpreters who are knowledgeable about certain service sectors and can help people access services and reduce unmet needs. These service sectors included:

- housing
- income
- employment
- health
- education services
- child care
- legal counsel/advice
- seniors

There are also a number of issues and unanswered questions connected to some of these service sectors. What follow-up services should be provided for each of these service sectors (where necessary)? For example, if a person is assisted to find a job, what kind of workplace health and safety follow-up should be in place? As well, there is a need for expansion (e.g., more spaces and subsidies) as well as better communication between parents and child care centres.

The group of participants also agreed that there should be paid, trained, specialist cultural interpreters for three main service sectors. Ideally, these specialists would be staff within agencies in these three sectors and not necessarily available through the pool of generalists defined above. These service sectors include:

- mental health
- family/marital counselling
- domestic violence

The participants clarified the difference between specialists and generalists. The specialists would be from the same cultural background as the group they are to be serving. The specialists would have additional training

beyond the generalist category with an emphasis on one of the 3 service sectors listed. The specialist would also have specific training around legal issues (e.g., what is required by law), confidentiality, etc. The interpreter could then combine this knowledge with his/her cultural background when dealing with an individual and be able to facilitate decision-making with the client. Participants also agreed there should be some fluidity between the group of generalists and specialists. That is, there should be the opportunity to share people resources back and forth depending on a particular situation.

Workshop participants also discussed the following more general issues and unanswered questions.

a) Subsidies (money) should be made available to non-profit agencies and organizations to carry out necessary staff, cultural and racial training.

b) The federal government has developed and is beginning to implement a type of "buddy system" to help people access services.

c) There is not enough funding for federally sponsored ESL programs in which training allowances are provided. Usually, there are 300 people on a these waiting lists at any given time[7]. ESL and EWP (English in the Work Place) are necessary programs for facilitating access to the social service system. In fact these programs are important links with a community of resources too (e.g., networking, professional development).

d) What about having paid cultural interpreters on call and available 24 hours per day? Many volunteer interpreters are requested to assist too often and they already have their own jobs, families and other volunteer work.

e) Perhaps interpreters should be contract positions so that as cultural groups evolve so can the staff composition.

f) Currently, the court system (provincial) has trained translators. They are not interpreters; they are to translate exactly what is said

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[7] For example, the ESL seats at Mohawk college are purchased by the Federal government and include training allowances and waiting lists. Other ESL programs in the community, like those provided by St. Charles School, do not usually have training allowances or waiting lists.

in English with no interpretation or explanation.

g) Currently, the volunteers in our social service system are good resource people and very open to making commitments around confidentiality, etc.

h) We need to keep track of resource people in our community (both cultural and linguistic resource people).

i) There is a major need to inform people of the system of services.

What Criteria

What criteria should be used to decide which groups should be given priority for creating better access to the system? A general discussion ensued with the following major points noted:

a) Language is an important consideration when deciding who should receive services first but what about
   - business class immigrant versus refugee claimant differences in needs?
   - skilled versus unskilled people's differences in need? (Perhaps the focus should be on "ability to adjust" because both of these groups would have needs.)
   - ability to learn English?
   - choice versus no choice to leave their country? (These people would have very different needs.)

   It is very hard to generalize about these issues.

b) Do we know how many interpreters we already have in Hamilton-Wentworth?

c) Do we know what needs exist and what is available? That is, what services do some groups already receive?

d) How long have their informal networks been in place in Hamilton-Wentworth and how developed are their networks?

e) Problem is, if you find someone who speaks a particular language then everyone is referred to him/her.

f) ESL classes are an excellent gauge of waves of various immigrants and refugees and, therefore, from where demands for services from various groups may come. This gauge is continually changing.

g) Agencies should start recording where their difficulties lie regarding

accessing different cultural/language groups to help with their clients' needs. We need a better system for monitoring unmet needs, etc.

h) Follow-up is extremely important with people who may be unfamiliar with our service system. For example, what should a person do if his/her social assistance cheque does not arrive or what should a worker do if a woman does not return for a scheduled, family violence counselling appointment?

After a lengthy discussion, the participants agreed upon the following criteria to help decide who should receive services first. Three main criteria were outlined but not defined in detail. These criteria are interrelated.

- Recency of arrival - new arrivals will probably have more needs than those who have been here a long time.
- Level and type of support network in place - if there are only a few people of a particular group in Hamilton-Wentworth, and recently arrived, they will probably be in high need for services (because they do not have an established informal support network to rely on).
- Refugee claimants and other refugees who have been in camps for many years have more distinct (and probably more severe) needs than other immigrants and refugees.

However, there are a number of very isolated and in need racial and cultural group members who may have been living in Hamilton for 30 or 40 years[8]. Some of these people may have never used any social services in the past, their families may now have grown and left home, or they may be in institutions as seniors unable to care for themselves. In short, there are pockets of immigrants and refuges who have been in Canada for many years but never became integrated into social activities or social services of the larger community. These longer-term residents should not be forgotten.

If these criteria were applied to the situation in Hamilton-Wentworth in April 1990, the following groups should be given priority assistance for

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[8] The Citizen Advisory Committee asked that this clarification be added.

accessing services:

- Vietnamese
- Spanish
- Polish } not sure which should go first
- Punjabi
- Portuguese
- Farsi
- Arabic
- Somalian
- Ethiopians
- Cambodians
- Chinese[9]

7.5 Cultural and Racial Citizens Workshops

Approximately 30 citizens participated in either the Thursday evening workshop or the Sunday afternoon workshop at the MacNab Street Y.W.C.A. The participants identified themselves from the following communities in Hamilton-Wentworth; Chinese, Afro-Canadian, Arabic, Vietnamese, Punjabi, Japanese, Central American, Latin America, Afghanistan, Peruvian, Philipino and Black community. A copy of the agenda that was used can be found in Appendix P. The information collected from the two workshops are pooled together here instead of being reported separately. Most of this information is reported here verbatim from the flip charts. In some instances, a few words may have been added to complicated issues.

7.5.1 General Issues

There are many barriers to accessing services - language barriers, miscommunication, misunderstandings and racial discrimination are examples. People are not aware either, of what's available in Hamilton-Wentworth because the system in their own country was probably very different. A Directory is available for a cost, but perhaps the government should make it available to agencies working with a small budget for free. Do generic agencies try to reach out to the community? It appears that there is too much isolation. What about having newsletters within ethno-cultural communities to provide information? There should be better liaison between agencies and the community (various racial and cultural groups).

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9 The Citizen Advisory Committee asked that this clarification be added.

One time, one of the workshop participants said he was in need of finding an interpreter for a Chinese person who needed services. An interpreter was found within the Chinese community.

Some of the participants were not aware there were agencies to go to for help, for example, to find housing. They rely on family and friends. In general, people are not aware of services in the community. Advertising could be done in ethno-cultural newsletters and popular media. Since ethno-cultural groups do not have resources (e.g., money), they usually seek help from their extended family. And most groups do not even know where to start to access the system for resources to help themselves.

The groups also talked about some much larger issues. For example, why are we not part of the social service system? Many reasons were cited:

- physical appearance
- language and accent
- lack of courage and fear of being identified as different
- lack of persistence - people don't know their rights
- lack of recognition that differentness is inevitable and natural
- lack of trust - "does the agency really understand the cultures they are dealing with?"
- lack of knowledge of the system
- size of the minority community
- stereotyping and discrimination!!!!
- lack of education on both sides - clients/community and agencies

All of these barriers have major economic, social and psychological effects on the community as a whole.

A second point is that the participants agreed that they do not choose ghettoization (refer to glossary of terms) - "it is forced upon us". We should seek upward mobility like everyone else. But we are not all the same. Most ethno-cultural communities are not homogenous and the government uses this to its advantage. For example, the Black community has many divisions and discrimination is easier to carry out when there is not a unified voice to fight back. In the Chinese community, there is also discrimination regarding jobs.

We want to integrate but not lose our identity. We all must recognize cultural diversity in Canada. Currently, the organized groups can help with this. All minorities suffer similar issues so we need to work together. Ethno-cultural community groups can help to promote integration within the community. Integration into society should be based on mutual trust. There is already mutual respect among various groups.

Participants also talked about the pros and cons of more newcomers coming to Canada in the future. There are some important long-term issues especially regarding ESL programs (i.e., content of the classes, accessibility for women, etc.) Ghettoization is a by-product of language barriers. We also need to be more cost effective with what we have now. And we have to ask ourselves, are visible minorities being dissuaded from coming into agencies for services today and what will that mean for the future? We must all remember as we talk about the newcomers of the future, that culture is not static - it is dynamic and continually evolving.

7.5.2 Employment and Retraining

Newcomers are often encouraged to spend time learning English when this actually holds a person back from an occupation and financial independence for them and their families. Perhaps their English is just fine for the occupation they want to enter. Immigrants and refugees work all their lives in one profession and then come to Canada and cannot find a job - they need Canadian experience. Why is this so important? People should be given an opportunity (trial period) to prove themselves. (The group acknowledged though, that Canadian experience is a problem for all people entering labour force not just ethno-cultural problem). "I'd work for less if I got a job doing what I'm qualified to do, rather than being on welfare and making more money", replied one workshop participant. It would be very helpful to have support groups (from within a person's own community) to make suggestions on alternative careers.

The Canada Employment Centre should get more involved - they do not seem to know what they are doing and they do not seem to "reach out". Their policies require some re-working regarding various racial and cultural issues. For

example, a) woman whose husband already has a job is told she doesn't need a job because her husband is working; and b) it is not that minorities don't have skills, it is because "Canadians" are chosen over them for job vacancies. As well, a person who already has a career is often required to take a standardized test. But interpretations of these tests will vary across cultures and people do fail because of cultural differences. There is a need to reduce cultural bias in tests.

Embassies in other countries should be providing realistic information on employment opportunities to immigrants before they come to Canada - then they may be better prepared for the situation once they arrive here. Also, there needs to be more information available regarding what agencies are available in the community.

7.5.3 Housing

Information should be made available at the point of entry for immigrants and refugees (e.g., airports, bus depots, etc.). As well, housing, transportation, etc. information should be made available in different languages. Perhaps a 1-800 number in different languages would be helpful.

Help to find housing should be more readily available and visible to the ethno-cultural population. Should each racial and cultural group have their own housing centre with government support? People often have difficulties getting housing because of racial bias on the part of landlords.

There is a general problem regarding the lack of awareness of what is available. For example, how many people know about the Housing Help Centre? The other problem is that people must already have a residence in order to apply for subsidized housing. Some groups have an advantage over others (e.g., it is politically right to house refugees from Vietnam and Hungary before anyone else). Immigrants and refugees should get more assistance from social groups, churches and ethno-cultural organizations than what is provided by some now.

7.5.4 ESL Programs

We need more information on ESL programs. People are so busy trying to

survive that they often do not have time for ESL classes and it is a slow process. What about making ESL programs available within each ethno-cultural group? There is a need to have flexible ESL program hours to suit the long hours of a variety of types of workers. We know that plenty of programs are free but there needs to be better advertising, more incentives and more teachers from the ethno-cultural community.

7.5.5 The Future For These Citizens

The workshop participants, for both days, agreed that they wanted to meet again. They said they found the workshops to be very informative and collaborative, and enjoyed the opportunity to network. They agreed they wanted to come together again, perhaps on a quarterly basis, to discuss similar issues and continue to network. This answers the question about goal A.8 about the need to increase the opportunity for ethno-specific groups to work together. They do want this opportunity.

They noted there were a number of directions they could take for their future meetings. They could have guest speakers to talk about issues in the social service system and hopefully start up some two-way dialogue. Perhaps the items discussed at these workshops in April, 1990, could become their goals and they could start to push for change. They could also have topic-specific meetings (e.g., children in the school system). They also thought that self education and learning from each other's experiences could be an important goal in itself (i.e., strive for information sharing and mutual understanding).

Participants also noted that their discussions should be recorded and sent to relevant agencies and government offices. Perhaps agency representatives should attend some of their meetings and use these meetings as a source of information.

One key point was raised about the need to link with other groups already in existence. The workshop participants believe it is important to network with other groups that are active in the community. For example, in Hamilton, there is a Mayor's Race Relations Committee, a Racial Equality in the Workplace Conference at McMaster University (March, 1990), the Hamilton Community Coalition Against Racism and a coalition of concerned citizens working on

developing a complaint mechanism for issues similar to those discussed tonight. These groups can co-exist and be mutually complimentary.

7.5.6 Citizen Workshop Recommendations

Education and Sensitization

a) The general community and generic agencies need to be educated and sensitized to different cultures and the contributions these cultures make to the Canadian community. This requires active participation on the part of ethno-cultural groups and more government action.

b) There should be educational and sensitizing workshops (e.g., role playing, etc., through organizations like SHAIR) for all generic agencies' staff and volunteers (e.g., Board of Directors). (One citizen told the story about an agency she had contacted for someone who could not speak English and needed services. The agency worker responded with "you have an awful accent".)

c) The local community college and university should actively recruit racial and cultural group members into their training programs (e.g., social work, counselling, etc.) and create more ethno-specific courses like the Native Community Care program for other racial and cultural groups[10].

Information About Services

d) Information on a broad range of services and agencies should be provided in languages other than English.

e) All agencies and groups should have access to the Directory of Community Services produced by Community Information Service.

f) Newsletters about what agencies provide should be circulated to the community so everyone can become more aware of the resources already existing in the community.

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[10] The Citizen Advisory Committee added this point as it becomes an important prerequisite for the first two points.

Involvement of Racial/Cultural People

g) Generic agencies (volunteers, Board members and staff) should have a greater racial and cultural composition because they will then be more readily approached by various visible minorities.

h) There should be more involvement of various racial and cultural groups in the planning of generic agencies, Boards and commissions.

i) Something should be done about the level of stress and anxiety that people of diverse racial and cultural groups feel because of separation from their native country and families, unfamiliarity with the Canadian system, having to learn a new language, find a job, etc.

j) The government should employ full-time community service officers/workers to walk with the immigrant or refugee through the maze of services and translate as necessary. One worker for each ethno-cultural community is needed. (Currently, ethno-cultural volunteers have jobs during the time that people need services. These workers/officers could play an educational and translating role.) This would save the government much money in the long term because people would not get stuck on government financial assistance.

k) Shelters for women and children who are victims of family violence should hire social workers who speak languages other than English and understand various cultural reactions. (People are crying for help, but the help is not available in their language. Currently, informal networks help these people to a certain extent. But in order for them to ask for help they must be sure they can trust/be confidential with that person in their informal network.)

l) The government should provide the diverse racial and cultural community with counselling courses so that members of the ethno-cultural community can then help their own community.

Recommendations Directed at Canada Employment and Immigration Centre

m) There should be appropriate and unbiased procedures for evaluating professional (and other) qualifications of people seeking employment in Canada.

n) A doctor, or professional, from another country should be seen as a resource in our community. He/she could be an excellent link with his/her ethno-cultural community already living in Hamilton-Wentworth. The newcomer may need help with his/her language and should be supported to work in his/her own field in Canada. It is unthinkable that someone with a degree and 17 years experience has to go back to school and "retrain" to "come up to Canadian standards". More pressure should be put on groups like the Canadian Medical Association, etc.

o) The government should start seeing fully trained people as an asset and perhaps all that is necessary is some "familiarization" opportunities. Why retrain? Why are people forced onto government financial assistance and not given the opportunity for jobs? Should the government subsidize wages for a person to get work in his/her own specialized field?

p) Canada Employment and Immigration Centre must stop using English language tests to discriminate against visible minorities and newcomers. How many "Canadians" would pass these same tests? Does the person need excellent command of written English in their field?

q) Canada Employment and Immigration Centre should provide a clear explanation and guidelines to a person regarding why a particular test is necessary (because in many cases the tests may be irrelevant).

English as a Second Language

r) There seems to be good advertising and access to English as a Second Language classes but there is a need to think about the scheduling of classes because for some people who are working outside the home, class times are not always convenient. (And what about the availability of child care for women, who are still typically the child's caregiver, who may want

to learn English?)

s) English as a Second Language should be made available to all women regardless of their situation.

SPRC Role

t) The Social Planning and Research Council should organize another community development event (like the workshops in April) to develop a mechanism to assist minorities to access services.

It is critical that this list of recommendations developed by the citizens participating in workshops be made public along with the other findings of this research process. The opportunity for citizen-based recommendations for community change can easily become lost in a process like this one. Perhaps the implementation of these recommendations can become the focus of the regularly scheduled meetings requested by the citizens who participated in these workshops. The meeting scheduled for September 1990 will clarify this.

8.0 SUMMARY AND RECOMMENDATIONS

8.1 Highlight Relevant Literature

8.2 Develop a Profile of the Cultural and Racial Population

8.3 Develop a Profile of Services and Clients

8.4 Barriers to Accessing Services

8.5 Identify Goal Priorities

8.6 Develop Consensus Around Models
for Increasing Accessibility

8.7 Additional Points

8.8 Native Response

8.0 SUMMARY AND RECOMMENDATIONS

This section of the report is organized according to the objectives outlined in section 1.1 of the report. SPRC believes its role is to help facilitate change based on the consensus reached by the service providers and citizens who participated in this process. This section of the report summarizes the survey and workshop material and lists suggested changes to the system.

The recommendations in this section are supported by the "community". Community is defined here as the sample of 35 agencies and departments as well as the 33 citizens who participated in the project. A mailing list of approximately 230 agencies and individuals was used to send out results of the consultation process for feedback in order to give the greatest number of people the opportunity to inform and involve themselves in the issues. This larger group is at least informed of these results.

8.1 Highlight Relevant Literature

The list of references at the end of this report provide evidence of the myriad of material available. There are only two studies, though, that concentrate explicitly on access to services by cultural and racial groups (see Doyle and Visano 1987, and Bergin 1988). The remaining sources deal more with new initiatives, special needs, pilot projects and numerical data throughout Ontario and Canada.

8.2 Develop a Profile of the Cultural and Racial Population

Section 2.0 showed data which described both Canada's and Ontario's immigrant and refugee populations. Data on the aboriginal population was not available for this report but will be covered in the Native Employment Training Needs Report being completed by the Hamilton Regional Indian Centre in collaboration with SPRC.

The profile of the Hamilton-Wentworth cultural and racial population was developed using census data for the Hamilton Census Metropolitan Area (CMA) and the Region. In the 1986 Census, in the Region of Hamilton-Wentworth, the

majority of respondents stated their ethnic origin was British - this majority was 52%. The remaining single origin responses comprised a large variety of ethnic origins. The largest single ethnic origin groups reported were Italian (12%), German (4%), Dutch (4%), French (4%), Polish (3%), Ukrainian (2%), and South Asian (1%). Another 15% of the single origin responses fell into the "other" category. The place of birth data showed some similarities; United Kingdom, Italy, Yugoslavia, Poland, Portugal, Netherlands, West Germany, South Asia and the Caribbean all showed high numbers (see pages 26 and 27).

The mother tongue data showed some abnormally high proportions of seniors in some groups. The percentage of the senior population across the Hamilton CMA is approximately 11%. The following mother tongue categories have between 18% and 34% of their population in the 65+ years category: Polish, Netherlands (e.g., Dutch), Ukrainian, Magyar (Hungarian), Baltic, Czech and Slovak. These groups contain a total of 7,605 seniors.

It should be noted though that mother tongue is not necessarily an indicator of the language spoken with family and friends, or preferred language of communication, or an indicator of lack of ability to speak any other languages. It can, nonetheless, be used as a general guide for further work with seniors to look more specifically at the following questions: Are there certain ethnic groups of seniors that experience greater barriers to services than others? Which groups of seniors whose mother tongue and home language is not English or French can still benefit from the generic service system? Which seniors require language interpreter assistance and which groups require cultural interpreter assistance? What are the unique needs of Native, immigrant and refugee women in this 65+ category especially given the one study's results which noted that twice as many women than men do not speak either English or French? The key points made in the review of the literature that make the diverse racial and cultural seniors population a special needs group include their lower literacy levels, their reliance on informal networks, and their apparent lack of information about the accessibility of culturally appropriate services. Given this reviewed literature, the above unanswered questions and the Census data it would be important for this Region to undertake a project specifically designed to measure the accessibility of the social service system

in Hamilton-Wentworth for the diverse racial and cultural seniors population. Thus, the community supports the following:

1. THAT IN ORDER TO PLAN EFFECTIVELY FOR THE DIVERSE RACIAL AND CULTURAL SENIORS POPULATION, A PROJECT SHOULD BE CARRIED OUT THAT FOCUSES UPON WHICH GROUPS OF ELDERLY HAVE GREATER ACCESS PROBLEMS AND WHAT SOLUTIONS SHOULD BE DEVELOPED AND PUT IN PLACE TO MAXIMIZE THE APPROPRIATENESS OF SERVICES AND THEIR REFERRAL MECHANISMS. SPECIAL ATTENTION SHOULD BE PAID TO WOMEN IN THIS SENIORS CATEGORY.

Census data only tell part of the story. Much has happened in Hamilton-Wentworth since the 1986 Census in terms of the number of immigrants and refugees based on permanent residents data. Since 1986, approximately 9,500 permanent residents indicated Hamilton-Wentworth was their intended destination. Now, not all of these people will necessarily have settled permanently in Hamilton. As well, a number who initially noted other cities as their destination may have eventually settled in Hamilton. Only the 1991 Census will have these data. It is noteworthy that Hamilton-Wentworth has received an increasing proportion of permanent residents from Europe and Asia over the last 4 years but a decreasing proportion from North and Central America, the Caribbean and South America (see pages 28, 29 and 30).

The 9,500 do not include refugee claimants. The Ecumenical Support Committee for Refugees indicates it works with a large number of Central and South American refugee claimants. In Hamilton-Wentworth, if there are approximately 3,472 refugees in the old refugee backlog system and another 588 (between January 1 and April 30, 1990) in the new streamlined refugee determination process, who in Hamilton-Wentworth is working with these people to ensure they have access to the social service system (see pages 28 to 31)? Since there are many groups and organizations working (both paid and volunteer) with a variety of immigrants and refugees with which the formal service system is not familiar, the community supports the following:

2. THAT A WORKSHOP BE ORGANIZED IN THE FALL OF 1990 WITH ETHNO-SPECIFIC GROUPS AND AGENCIES TO MAP THE COMMUNITY OF SERVICES (THAT

IS, DEVELOP AN INVENTORY OF SERVICES) AND HOW NATIVE CANADIANS, IMMIGRANTS AND REFUGEES ARE (OR ARE NOT) ACCESSING NEEDED SERVICES. THIS MAP COULD THEN BE USED AS AN IMPORTANT FOUNDATION WHEN DEALING WITH THE IMPLEMENTATION OF OTHER RECOMMENDATIONS (e.g., MORE COLLABORATION BETWEEN AGENCIES).

8.3 Develop a Profile of Services and Clients

A profile of services and clients could not be identified because the response rate to the Board of Directors survey had a lower than expected response rate (34%). Knowing the racial and cultural composition of Boards of Directors and other volunteer committees will help the community understand how accessible these agencies are to racial and cultural policy influences. Given the low return rate, it is very hard to draw any conclusions from the collected data (see pages 55 to 57).

Since the return rate was low on this survey, SPRC decided not to go ahead with the survey of agencies regarding the racial and cultural staff composition or with the client survey. As well, since both the Toronto (Doyle and Visano, 1987) and the Ottawa (Bergin, 1988) studies showed poor data returns on staff and client surveys, SPRC decided that it was not worth the cost (see pages 43 and 44). As well, client utilization data can be "misused" for purposes other than creating a more accessible service system. Nonetheless, something should be done about the lack of useful data. Therefore, the community supports the following:

3. THAT AGENCIES IN THE GENERIC SOCIAL SERVICE SYSTEM REVIEW THEIR STAFF AND VOLUNTEER RECORDS (e.g., BOARD OF DIRECTORS, ETC.) AND ENCOURAGE THE COLLECTION OF THE FOLLOWING INFORMATION: ETHNICITY, MOTHER TONGUE, HOME LANGUAGE, AND COUNTRY OF ORIGIN. THERE DATA WILL BE VALUABLE BASELINE INFORMATION FOR THE FUTURE DEVELOPMENT OF CULTURALLY SENSITIVE AND RELEVANT SERVICES.

8.4 Barriers to Accessing Services

It is noteworthy that all four information barriers were seen as barriers by at least two-thirds (i.e., at least 10 of the 14 respondents) of the ethno-

specific respondents (see page 58 and page 40). Interestingly enough, the majority of all respondents (90%) believed that people in general, do not know what services are available. But the conditions which seem to make matters worse for the racial and cultural population to access services is that information about services is only available in English and only in print so that people with low levels of literacy cannot use them. The Community Information Service in Hamilton and the Regional Social Services Department have recently developed information pamphlets in different languages. As well, the Adult Basic Education Association has used inserts in the local newspaper to reach the wider Hamilton population. Therefore, the community supports the following:

4. THAT EACH SOCIAL SERVICE AGENCY PRODUCE A BRIEF PAMPHLET IN A VARIETY OF LANGUAGES ABOUT THE SERVICES THEY OFFER WITH ATTENTION TO LITERACY LEVEL AND THE USE OF PICTURES WHEREVER POSSIBLE TO DESCRIBE THEIR SERVICES. AS WELL, AUDIO AND VISUAL AIDS COULD BE MADE AVAILABLE TO EXPLAIN SERVICES. THE AUDIO AND VISUAL AIDS SHOULD BE DEVELOPED COLLABORATIVELY WITH THE MINISTRY OF CITIZENSHIP (AND OTHER MINISTRIES) BECAUSE THE MINISTRY HAS ALREADY BEGUN TO DEVELOP SOME OF THESE MATERIALS.

5. THAT A PAMPHLET, WRITTEN IN A VARIETY OF LANGUAGES, BE WIDELY DISTRIBUTED IN THE COMMUNITY THAT SIMPLY LISTS WHO AND WHERE IN HAMILTON-WENTWORTH ONE SHOULD CALL IF THEY HAVE ANY QUESTIONS ABOUT HOUSING, EMPLOYMENT, INCOME ASSISTANCE, EDUCATION, ESL, ETC. THE PAMPHLETS COULD BE MARKETED AND USED EXTENSIVELY IN ESL CLASSES. (THESE PAMPHLETS WOULD BE SEEN AS AN ADDITION TO THE NEWCOMER'S GUIDE TO ONTARIO.)

Eight cultural barriers were identified by respondents and at least two-thirds of the respondents believed that six of the eight were indeed barriers in Hamilton-Wentworth (see page 58 and page 41). In general, respondents believed 1) that people who are not familiar with the system of social services, do not understand the role of helping professionals; 2) that some kinds of services are not always appropriate for some cultures; 3) that the way in which services are delivered are not always appropriate for some cultures; 4) that the stigma attached to certain illnesses prevents potential clients from seeking services;

5) that the racial and cultural composition of staff at agencies is not reflective of the community and this reduces appropriateness and effectiveness of services; and 6) there are too few members of the cultural and racial community on Boards of Directors and other committees thereby limiting this perspective on policies. Under the "other issues" category, two-thirds of the respondents indicated people from diverse racial and cultural groups feel uncertain and powerless when dealing with agencies, believe that their accent or manner in which they speak English is poorly understood by service providers and that they learn about services primarily through family and friends (see page 59). At least two-thirds of the respondents also agreed that the responsibility for helping individuals access services has been put on smaller, often poorly funded and understaffed ethno-specific agencies.

The majority of these barriers would be considered client access barriers. These barriers focus on more interpersonal and communication-based issues which occur between service providers and clients. Similarly important though are the organizational access barriers identified by respondents. Organizational access was defined in section 1.0 as the extent to which clients are represented in and participate in the planning and implementation of services as a volunteer (e.g., committees). At least two-thirds of both types of survey respondents agreed there was too little representation from racial and cultural groups on the staff of agencies as well as volunteer Boards of Directors and other committees (see page 58). Suggestions about what can be done about these barriers are presented below as goal priorities.

8.5 Identify Goal Priorities

Once the major barriers were identified, the service provider survey respondents were asked to select and rate goal statements that would reduce or eliminate these barriers. Survey responses were summarized and used as the basis for the workshop activities (see pages 62 to 66). It is noteworthy that at least 78% of all service provider respondents noted all but two goals should be at least top or medium priority (i.e., considered within next five years). The two goals focused on changing staff composition and increasing services to refugees.

During the workshops, these survey results were discussed. After much discussion about the goals for Hamilton-Wentworth, service provider workshop participants reached a consensus about some goals but not others (see pages 67 to 72). The goals for which there was consensus become important recommendations for the Hamilton-Wentworth community. The most highly rated goal was the need for paid, trained cultural interpreters (see pages 73, 74, 78, 88 and 92). Volunteer interpreters are currently being used in the community but there are a number of problems including: a lack of training especially around ethics; in many instances volunteers are working at their own jobs when they are needed to interpret at agencies or departments that are open from 9:00 a.m. to 5:00 p.m., and; many times when the service system finds a volunteer interpreter, he/she is called upon by quite a number of agencies to assist and the volunteer soon burns out. In Hamilton-Wentworth, an ad hoc group of approximately 10 agencies and departments (both social and health) have started to develop a proposal to secure funding for paid and trained cultural interpreters. Therefore, the community supports the following:

6. THAT A PAID, CULTURAL INTERPRETER PROGRAM BE DEVELOPED IN HAMILTON-WENTWORTH TO INCREASE THE NUMBER OF INTERPRETERS (AND REDUCE THE RATE OF TURNOVER) AVAILABLE TO ASSIST CLIENTS TO COMMUNICATE WITH STAFF OF GENERIC AGENCIES.

Another top priority goal was to sensitize generic agencies regarding a variety of cultural and racial issues (see pages 73, 74, 76 and 91). An organization like SHAIR International Resource Centre is mandated to make public, information on what is happening around the world (e.g., poverty, famine, war, etc.). SHAIR organizes presentations and workshops for interest groups and the general public. SHAIR is one example of an organization that would be helpful in developing a model to sensitize generic agencies. Therefore, the community supports the following:

7. THAT A LOCAL ORGANIZATION BE FUNDED ADEQUATELY TO DEVELOP AND IMPLEMENT AN EDUCATIONAL MODEL TO BE USED IN GENERIC AGENCIES TO SENSITIZE GENERIC AGENCY STAFF AND VOLUNTEERS ABOUT DIFFERENT CULTURES AND A VARIETY OF CULTURAL AND RACIAL ISSUES IN THE GLOBAL AND LOCAL COMMUNITIES.

8. THAT WITHIN ALL GENERIC AGENCIES, STAFF AND VOLUNTEERS DISCUSS, DEVELOP AND COMMIT THEMSELVES TO SERVE EQUALLY THE DIVERSE RACIAL AND CULTURAL POPULATION OF HAMILTON-WENTWORTH AND THE GENERAL POPULATION.

Recommendation #7 was also substantiated through discussion by citizen workshop participants. These participants were concerned about the lack of cultural understanding on the part of many generic service providers (see page 91). The citizen workshop participants also thought that there should be more information available in other languages (see pages 91 and 92). This adds further support for Recommendations #4 and #5.

The third priority goal is to increase the collaboration and cooperation between generic and ethno-specific agencies (see pages 73 and 74). This has already begun to happen through the Immigrant Serving Inter-Agency Network which includes participants from a variety of agencies and departments (e.g., the Regional Public Health Department, the Housing Help Centre, the Spanish Speaking Association, the Multicultural Council, etc.). Much information sharing and cooperation has already taken place. Therefore, the community supports the following:

9. THAT THE LEVEL OF COLLABORATION AND COOPERATION BETWEEN GENERIC AND ETHNO-SPECIFIC AGENCIES BE INCREASED IN ORDER TO HAVE BETTER INFORMATION AVAILABLE TO THE CLIENT REGARDLESS OF HIS/HER POINT OF ACCESS INTO THE SOCIAL SERVICE SYSTEM.

Three other goals were labelled more societal based, long term and ongoing (see pages 73, 74, 77 and 91). To sensitize the general population, to increase the cooperation between the general and ethno-specific communities and to promote the awareness of cultural and racial diversity in the Region were all seen as necessary goals but perhaps not as immediate as the above social service related goals. There was a concern that societal changes needed to take place at the larger community level first before agencies changed. But the counter argument was that societal changes would take too many years to change. In summary, workshop participants believed these societal goals should be acted

upon soon even though their effects would be more long term. The local media and the Mayor's Race Relations Committee could help begin this larger societal change process. Therefore, the community supports the following:

10. **THAT THE LOCAL MEDIA (e.g., NEWSPAPERS, RADIO AND TELEVISION) AND THE MAYOR'S RACE RELATIONS COMMITTEE FACILITATE THE DEVELOPMENT OF FEATURE ARTICLES/STORIES ON A VARIETY OF RACIAL AND CULTURAL COMMUNITIES IN HAMILTON-WENTWORTH, THEIR CONTRIBUTIONS TO THE REGION, AND BEGIN TO DISPEL MANY OF THE MYTHS AND STEREOTYPES THAT EXIST. THIS, IN TURN, WOULD LEAD TO A MORE INFORMED PUBLIC.**

Two of the goals that ended up near the bottom of the service provider list of priorities during the workshops were increased involvement in the management and planning of agencies and increasing the racial and cultural staff composition in agencies (see pages 73, 74 and 76). This is seen as contradictory when compared to identified barriers (see page 58). Two-thirds of both ethno-specific and generic service providers saw the lack of participation as staff and volunteers by racial and cultural groups as a barrier, <u>but increasing their level of participation is not seen as a priority</u>.

In contrast to the service provider data on priorities, it is noteworthy that the citizen workshop participants noted the need for more cultural and racial staff representation in agencies as well as the need for more participation of cultural and racial populations in the volunteer management of agencies (e.g., Board of Directors, etc.) (see page 92). Yet, the service providers did not see these two issues as priorities compared to the other goals. In fact, a number of service provider workshop participants saw the involvement on Boards of Directors as not entirely productive if Boards of Directors function merely as "rubber stamps" on staff-driven issues (see pages 69 and 76). However, many of the citizen workshop participants agreed that if they were given the opportunity to join a social service agency Board of Directors or standing committee, they would do so gladly. Therefore, the community supports the following:

11. **THAT ALL GENERIC SOCIAL SERVICE AGENCIES DEVELOP AND IMPLEMENT AGENCY-**

WIDE POLICIES FOR THE RECRUITMENT OF STAFF AND VOLUNTEERS (TO FILL BOTH EXECUTIVE AND FRONT LINE VACANCIES) FROM A VARIETY OF CULTURAL AND RACIAL BACKGROUNDS. THIS WILL HELP AGENCIES BEGIN TO DEVELOP MORE CULTURALLY RESPONSIVE SERVICES AND SERVICE DELIVERY METHODS FOR THE DIVERSITY OF CLIENTS IN HAMILTON-WENTWORTH.

Concern was expressed around the need for initiatives to encourage ethno-cultural participation in college and university social service courses. Study participants believed that the opportunity for receiving an education regarding the social service system in Canada would then lead to an available workforce comprising a variety of racial and cultural groups. A caution is drawn here about the need to ensure such courses do not simply encourage the "Canadian Way" of social service delivery shaped by Canadian values and traditions. Instead, the course teachers should be receptive to the diverse racial and cultural groups' ways of looking at and dealing with social problems and their resolution. Therefore, the community supports the following:

12. THAT THE LOCAL COLLEGE AND UNIVERSITY ACTIVELY RECRUIT RACIAL AND CULTURAL GROUP MEMBERS INTO THEIR SOCIAL SERVICE RELATED PROGRAMS AND CREATE MORE ETHNO-SPECIFIC COURSES LIKE THE NATIVE COMMUNITY CARE PROGRAM FOR OTHER RACIAL AND CULTURAL GROUPS. THIS WOULD FURTHER ENSURE AN AVAILABLE WORKFORCE.

Two other goal statements also received much discussion - to increase the number of specialized services available in different languages and to increase the number of services available to refugees were seen as more all encompassing goals so a half day service provider workshop was organized specifically on these goals (see pages 73, 75 and 78). The focus was on which services should be provided and what criteria should be used to decide which groups should receive these services first (see pages 80 to 86). In general, this group decided that a number of trained, paid, <u>generalist</u> cultural interpreters who were knowledgeable about these service sectors should be hired: housing, income, employment, health, education services, child care, legal counsel/advice (e.g., Canadian laws, etc.) and seniors. The citizen workshop data showed support for this concept when they talked about the need for full-time employed community

service officers/workers to walk with immigrants and refugees through the maze of services and translate as necessary (see page 92). The group did not have time to discuss the number of interpreters needed. They talked about languages needed though and these are described in the summary preceding recommendation #15. This adds further definition for recommendation #6. Therefore, the community supports the following:

13. THAT THE CULTURAL INTERPRETER PROGRAM OUTLINED IN RECOMMENDATION #6 ENSURE THAT A POOL OF GENERALISTS ARE TRAINED AND HIRED IN ORDER TO BE ABLE TO ASSIST CLIENTS ACCESSING ANY OF THE FOLLOWING SERVICES: HOUSING, INCOME, EMPLOYMENT, HEALTH, EDUCATION SERVICES, CHILD CARE, LEGAL COUNSEL/ADVICE AND SENIORS ISSUES.

The participants in the service provider workshop also indicated the need for paid, trained, specialist cultural interpreters for three main service sectors - mental health, family/marital counselling and domestic violence (see pages 32, 33, 82 and 83). These cultural interpreters would not know a little about everything as in the above description of generalists but would be specialists in one of the 3 fields mentioned. The citizen workshops also indicated special concerns around the currently inappropriate response at shelters for battered women and counselling services. Immigrant, refugee, and Native women have some very unique accessibility problems to the social service system (refer back to pages 35 and 36). Therefore, the community supports the following:

14. THAT THE CULTURAL INTERPRETER PROGRAM STATED IN RECOMMENDATION #6 ALSO CONTAIN PAID, TRAINED, CULTURAL INTERPRETER SPECIALISTS IN THE MENTAL HEALTH, FAMILY/MARITAL COUNSELLING AND DOMESTIC VIOLENCE FIELDS. THIS SHOULD BE DESIGNED, DEVELOPED AND IMPLEMENTED BY RELEVANT AGENCIES SO THAT THESE TRAINED STAFF ARE AVAILABLE IN THEIR OWN AGENCIES. THE NEEDS OF NATIVE, IMMIGRANT AND REFUGEE WOMEN REQUIRE CAREFUL CONSIDERATION WITHIN THIS CONTEXT.

The criteria that the service provider workshop participants discussed (see pages 84 to 86) that should help decide who should be assisted to access

services first are threefold: recency of arrival (i.e., those who have just arrived will probably have more needs than those who have been here for a long time); level and type of support network already in place (i.e., a large network of people who have been here for a long time may not be as needy as recent newcomers with very few people from their own country already in the community), and; refugee claimants and refugees who have been in camps for many years have more distinct and more severe needs than other immigrants or refugees (see also Canadian Task Force on Mental Health Issues Affecting Immigrants and Refugees, 1988). In April 1990, in Hamilton-Wentworth this would mean the following groups should be given priority assistance for accessing services: Vietnamese, Spanish, Polish, Punjabi, Portuguese, Farsi, Arabic, Somalian, Ethiopians, Cambodians and Chinese. However, some refugees and immigrants who have been living in Canada for many years may also have some major unmet needs that cannot be ignored. Therefore, the community supports the following:

15. THAT WHEN AGENCIES ARE CONSIDERING INCREASING THE ACCESSIBILITY OF THEIR SERVICES FOR RACIAL AND CULTURAL GROUPS, AND THEY NEED TO SELECT THOSE MOST IN NEED TO SERVE FIRST, THAT AGENCIES CONSIDER THE FOLLOWING FACTORS: RECENCY OF ARRIVAL, LEVEL AND TYPE OF SUPPORT NETWORK ALREADY IN PLACE, AND REFUGEE STATUS (INCLUDING CHRONICITY OF PAST EVENTS IN THEIR LIVES) OF THE CLIENTS THEY ARE INTENDING TO SERVE.

8.6 Develop Consensus Around Models for Increasing Accessibility

This report does not arrive at a fully illustrated model. Instead, the service provider and citizen workshop participants have developed and agreed upon a number of significant components that should be included in a model. These components are reflected in the above 15 recommendations. There was consensus around the need for paid, trained, cultural interpreters (generalists and specialists), the need to sensitize and educate agency staff and volunteers, the need for well packaged service information, the need for more cooperation between ethno-specific and generic agencies and the need for staff and volunteer recruiting policies. Further community dialogue is necessary, though, in order to operationalize these concepts. Therefore, the community supports the following:

16. THAT THESE RECOMMENDATIONS BE DISCUSSED AND ACTED UPON IN THE FOLLOWING MEETINGS: THE IMMIGRANT SERVING INTER-AGENCY NETWORK MEETINGS AT THE MULTICULTURAL COUNCIL, THE CULTURAL INTERPRETER ADVISORY COMMITTEE THAT MEETS AT KIRKENDALL-STRATHCONA NEIGHBOURHOOD HOUSE, AND THE CITIZEN NETWORK MEETINGS TENTATIVELY SCHEDULED TO MEET QUARTERLY THROUGH THE ASSISTANCE OF THE SPRC.

8.7 Additional Points

A number of additional points were raised which do not fit neatly into the objectives of this project. These points are covered here.

The citizen workshops revealed an extensive amount of insight into issues in the area of employment (see pages 88, 89 and 93). In fact, the workshop participants developed their own list of five recommendations directed at the Canada Employment and Immigration Centre. There were major concerns about biased procedures and criteria for evaluating immigrants' and refugees' professional qualifications, about the belief that the government does not see fully trained people as an asset to a particular employment field once in Canada (because these people could also function as important links to their communities), about using the results of English language tests to discriminate against people (how many "Canadians" would pass these tests?) and about the lack of clear explanation provided to immigrants and refugees for the need to take certain tests. Therefore, the community supports the following:

17. THAT THE CANADA EMPLOYMENT AND IMMIGRATION CENTRE REVIEW THE RECOMMENDATIONS MADE BY THESE CITIZENS ABOUT BIASED PROCEDURES AND CRITERIA, ABOUT USING ENGLISH LANGUAGE TEST RESULTS TO DISCRIMINATE AGAINST PEOPLE AND ABOUT THE LACK OF CLEAR EXPLANATION PROVIDED FOR THE NEED TO TAKE CERTAIN TESTS. ALL THIS SHOULD BE CONSIDERED IN LIGHT OF THE MINISTRY OF CITIZENSHIP REPORT ON ACCESS TO TRADES AND PROFESSIONS.

A few concerns were raised about English as a Second Language (ESL) program (see pages 90 and 93). Workshop participants believe these classes are well advertised but there are often waiting lists for ESL programs that provide training allowances. A review of the scheduling would be a good idea in order

to ensure maximum flexibility in this scheduling. Participants thought that there was not enough child care available especially for women who wanted to learn English but were also solely responsible for child care in their families. Finally, ESL should be made available to all women regardless of their situation. Therefore, the community supports the following:

18. THAT ESL PROGRAMS IN HAMILTON-WENTWORTH;
   A) ELIMINATE WAITING LISTS IN THOSE PROGRAMS THAT PROVIDE TRAINING ALLOWANCES;
   B) ENSURE MAXIMUM DAILY AVAILABILITY OF ESL CLASSES;
   C) ENSURE CHILD CARE IS READILY ACCESSIBLE SO THAT CHILD CARE RESPONSIBILITIES DO NOT BECOME A DETERRENT FOR IMMIGRANT WOMEN TO LEARN ENGLISH; AND,
   D) THAT ALL IMMIGRANT WOMEN ARE GIVEN THE SAME (EQUAL) ACCESS TO ESL PROGRAMS AS ARE THEIR MALE COUNTERPARTS.

Until the Hamilton-Wentworth community begins to tackle the issues and recommendations included in this report, it will continue "business as usual". How does this community ensure that the community volunteers (who may or may not be affiliated with a formal agency) are able to assist their community members in need in an optimal way when they admit they are not familiar with all the services? The citizen workshop participants made this very clear (see pages 86, 87, 89, 91 and 92). They do not know how to immediately assist people in need. How can this community assist this group of volunteers? Some workshop participants noted the ideal would be to have access to the Directory of Community Services (the "red" book) but it costs too much. Therefore, the community supports the following:

19. THAT THE COMMUNITY INFORMATION CENTRES IN THE REGION MEET TO DISCUSS THE ISSUE OF LACK OF INFORMATION FOR VOLUNTEERS FROM DIVERSE RACIAL AND CULTURAL COMMUNITIES TRYING TO HELP THEIR COMMUNITY MEMBERS ACCESS SERVICES.

The citizen workshop participants agreed they wanted to come together again for similar discussions around creating a more accessible service system (see

pages 90 and 94). They enjoyed the opportunity to exchange information and network. Therefore, the community supports the following:

> 20. THAT THE SPRC ORGANIZE CITIZEN-BASED MEETINGS FOR CITIZENS OF DIVERSE RACIAL AND CULTURAL GROUPS TO ATTEND AND FURTHER DISCUSS THE ISSUES THEY RAISED AND RECOMMENDATIONS THEY MADE IN THIS REPORT. THESE CITIZEN WORKSHOP PARTICIPANTS INDICATED AN INTEREST IN MEETING REGULARLY (PERHAPS QUARTERLY).

Table 14 provides a summary of the twenty recommendations. Fourteen of the twenty recommendations are directed specifically at agencies. Three other recommendations focus on the larger community while three recommendations are future planning activities.

8.8 Native Response

At the September 1990 follow-up workshops, a very important question was raised. Are the voices of Natives heard clearly enough in these findings and recommendations? A small group of Native people met after the September workshops to answer this question. Essentially, their response was, yes these recommendations adequately reflect our concerns but perhaps what is needed is a translation of these recommendations from the Native perspective. Thus, the Native people involved believe that all the recommendations are very much connected to their concerns. This small group of five to ten people has agreed to translate what these recommendations mean specifically for them. This follow-up report will be sent to the Social Planning and Research Council to be used as clarification from the Native community.

Table 14: Summary Table of Recommendations

1. Within and Between Agencies (both generic and ethno-specific services)
   a) education, sensitization and information
      - #4 agency service pamphlets
      - #5 overview of services pamphlet
      - #7 educate agencies
      - #11 recruit staff and volunteers
      - #16 dialogue between committees
      - #17 change CEIC
      - #19 involve CIS

   b) collaboration and co-operation
      - #8 staff and volunteer records
      - #9 more collaboration

   c) planning and administration
      - #3 staff and volunteer records
      - #15 priority services

   d) cultural interpreters
      - #6 develop paid interpreters service
      - #13 generalists
      - #14 specialists

2. Within the Larger Community
      - #10 local media and Mayor's Race Relations Committee
      - #12 local college and university recruits
      - #18 English as a Second Language is major stepping stone

3. Future Planning Activities
      - #1 planning for seniors
      - #2 map the community of services (inventory)
      - #20 need for Citizen Network

9.0 CONCLUSIONS & UNANSWERED QUESTIONS

9.1 Overview of Recommendations

9.2 Thoughts from Another Community and a Similar Process

9.3 Unanswered Questions and Tensions Made Obvious by the Study

9.4 Research Questions Generated by the Study

9.0 CONCLUSIONS & UNANSWERED QUESTIONS

This section of the report is intended to bring order to a complex collection of data. It will also provide a framework for understanding how the community and its social service system are dealing with the diverse racial and cultural population's access to the social service system. It is critical at this point to recall that this study focused on access to the service system; it was not a needs assessment, an inventory of services, or a study of gaps and duplication of services.

9.1 Overview of the Recommendations

A community consultation such as this one has a number of effects beyond the development of recommendations. A list of those effects are provided here based on feedback from the participants who participated in the last set of workshops in September 1990. Both the service providers and citizens acknowledged

a) the complexity of this facet of planning for the diverse racial and cultural population;
b) the positive results of networking and community organization that has brought them together;
c) the need for ongoing work in the community and within the service system;
d) the focus of concern regarding services for the diverse racial and cultural community was in the City of Hamilton because feedback from some service providers in the rural townships indicated they did not deal with a racially and culturally diverse group of clients;
e) there is some community consensus about the barriers to services and what should happen with the generic and ethno-specific service system; and,
f) that the data show support for the existence of both the generic system and the ethno-specific system of social services, instead of support for one system over the other.

This final point is elaborated upon with the assistance of two figures.

Figure 6 conceptualizes the findings of the study. The large circle represents the community context in which the study took place. It includes the political climate in which support by policy-makers and funders may or may not be present for the diverse racial and cultural population's access to the social service system. Some service providers and citizens who participated in this study believed that a political vacuum currently exists in this community regarding support for equal access to the system for the diverse racial and cultural population.

Within the circle (i.e., the community), the study notes there are a set of recognized principles that the community can use when attempting to create a more responsive social service system. These principles evolved primarily from the citizen workshops and include the following examples:

- the belief in the integration of people, not assimilation of people[11],
- the belief that fostering independence in all people should be a basic principle within the ethno-specific and generic social service systems
- the belief that working together is a powerful way to bring about positive social change; isolation is not beneficial
- the belief that physical, social and economic ghettoization of a variety of racial and cultural groups should not exist and that subtle (and blatant) forms of discrimination that cause this ghettoization should be stopped
- the belief that immigrant, refugee and Native women have unique concerns and require specialized approaches to creating better access to services.

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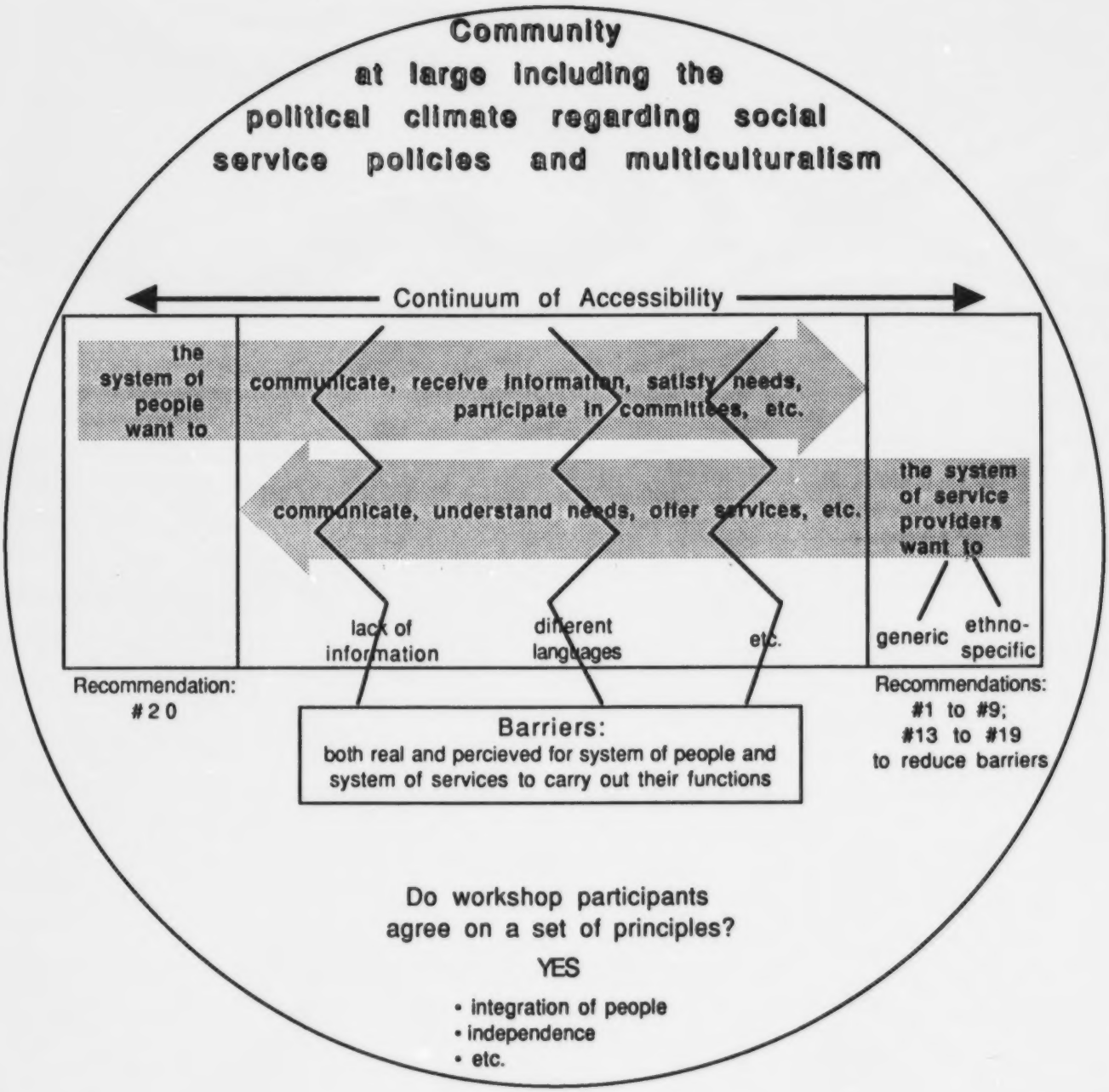
[11] This means that people do not want to lose their cultural identity but they also want to participate in the larger society.

Figure 6: Conceptualization of the Findings of the Report


Community
at large including the
political climate regarding social
service policies and multiculturalism
Continuum of Accessibility
the system of people want to
communicate, receive information, satisfy needs, participate in committees, etc.
communicate, understand needs, offer services, etc.
the system of service providers want to
lack of information
different languages
etc.
generic
ethno-specific
Recommendation: #20
Recommendations: #1 to #9; #13 to #19 to reduce barriers
Barriers:
both real and percieved for system of people and system of services to carry out their functions
Do workshop participants agree on a set of principles?
YES
• integration of people
• independence
• etc.

The rectangle inside the circle represents the continuum of accessibility. On one extreme (the left side), there is a system of people who want to communicate with service providers, receive information from service providers and ultimately satisfy their needs. On the other end of the continuum is a system of service providers (both generic and ethno-specific) which also has a series of functions to carryout. They want to communicate with citizens in need, understand their needs and then offer appropriate services.

Unfortunately there is interference as these two systems attempt to carry out their respective functions. This is depicted as jagged lines running through the continuum. This interference comes in the form of real and perceived barriers acknowledged by study respondents. The surveys and workshops of the consultation revealed the following barriers[12] to accessing services:

- lack of information about available services
- lack of ability to communicate because of different languages
- lack of understanding about the role of social service professionals
- the kinds of services available and the way in which services are delivered are not always appropriate for some cultures
- the staff and volunteer composition of generic agencies does not reflect the racial and cultural diversity of the population and, therefore, services are less appropriate and affective for certain groups
- members of diverse racial and cultural groups feel uncertain and powerless in the social service system
- some people believe their accent, dialect, or manner in which they speak English leaves them poorly understood by service providers

The findings of this community consultation process show that most of the recommended changes to reduce the barriers in the social service system falls on the system of service providers not the system of people/clients who need

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[12] These are barriers in which at least two-thirds of the respondents agreed they were barriers.

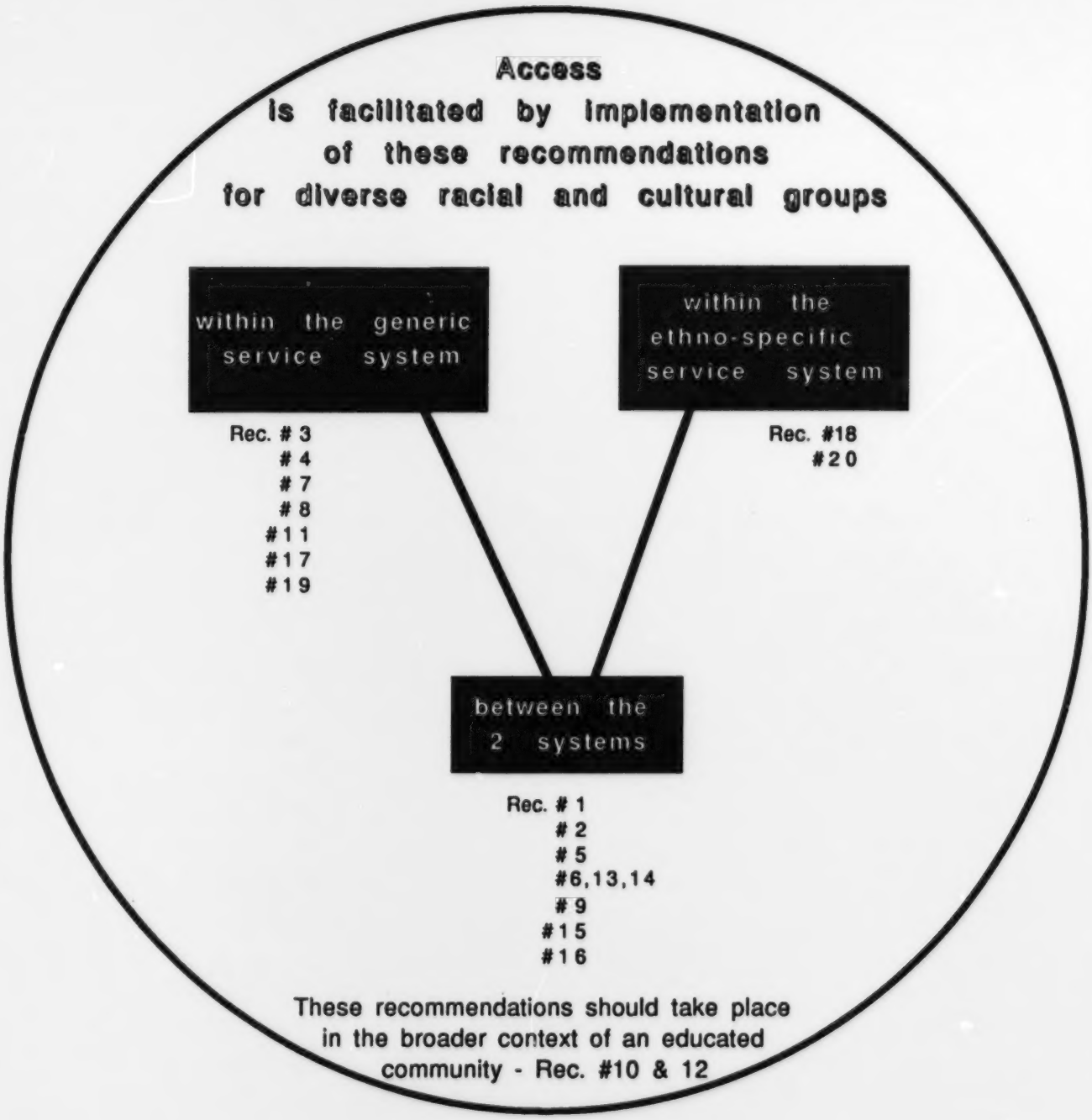
services. Figure 6 shows that the first 19 recommendations (except for #10 and #12) focus on changes that need to occur with service providers while one recommendation, #20, focuses on the need for change in the system of people; citizens should have greater opportunity to network and participate in this change process which is focused on the service providers.

Figure 7 further clarifies which parts of the social service system require these changes. Two recommendations focus on the ethno-specific service system. These are the need for certain changes in English as a Second Language classes (#18) and the need for greater opportunity for clients/citizens in the ethno-specific service system to network and help bring about change (#20). Seven recommendations focus on necessary changes to the generic service system. These include the need for better record-keeping (#3), the need for the translated information about services from each agency (#4), the need to sensitize generic agencies (#7), the need for commitment to equal service (#8), the need for generic agencies to recruit staff and volunteers from a variety of racial and cultural backgrounds (#11), the need for specific changes to the Canada Employment and Immigration Commission (#17) and the need for the Community Information Centres to help reduce the barrier regarding lack of information for volunteers helping their communities (#19).

A number of other recommendations focus on activities intended to bring the generic and ethno-specific service systems closer to work together better. Recommended changes include the following: the need for a pamphlet, available in a variety of languages that explains which services are available (#5), the need for cultural interpreters (#6, #13, #14), the need for more collaboration and cooperation between the two systems of services (#9), the need to have a system in place to help decide who should have priority for services (#15), and the need for dialogue on the issues stated in the other recommendations in inter-agency committees (#16). Recommendation #1 and #2 refer to the need for a closer look at the diverse seniors population and the need to do an inventory of what this community currently has to offer.

The bottom section of Figure 7 simply states there are recommended activities that focus on the broader community context. The focus of

Figure 7: Focus of the Recommendations on the Two Systems



recommendations #10 and #12 are toward a better educated community. Theimplementation of these two recommendations will facilitate the implementation of the other recommendations.

In closing, this community consultation has clarified one major point - the need for a mixed model approach. Figure 8 helps illustrate this point. At one extreme (the left side) is one school of thought which suggests that the diverse racial and cultural population should become part of the "mainstream Canadian way-of-life" in which English as a Second Language classes are available to all, settlement assistance is also available to all, and people are taught to "fit in."

At the other extreme (right side of Figure 8) is a school of thought which maintains that the diverse racial and cultural population in Canada should maintain their culture, language and beliefs and that they should also be able to receive <u>all</u> the services that they need in their desired language and culture. As noted in an earlier chapter of this report, that could mean 50 different language groups in Hamilton-Wentworth and 10 different service sectors. Survey and workshop respondents showed no support for this extreme.

The overall conclusion drawn from this community consultation for Hamilton-Wentworth is the support for a mixture of the two extreme models cited above. That is, that the diverse racial and cultural population of Hamilton-Wentworth should be encouraged to maintain their culture and language and be able to receive some services within the context of their native language and culture. The majority of the recommendations of the study fall into the list under the mixed models category on the continuum. For example, in order to provide better access to the social service system there should be sensitization of generic service providers as well as cultural interpreters.

Figure 8: MODELS FOR PROVIDING SERVICES

Move People into the "mainstream"	Mixed Models Centre	Permit/encourage people to maintain language, beliefs, etc.
all newcomers receive: - English as Second Language - settlement assistance - sensitization to the mainstream	some languages & some services - maintain culture and language - English as Second Language - sensitization of generic agencies - cultural interpreters - co-existence of generic and ethno-specific services - etc.	all newcomers receive all services in their desired language and culture - 50+ languages - 10+ service sectors

9.2 Thoughts from Another Community and a Similar Process

Doyle and Visano (1987b) arrived at similar results. They labelled the two social service systems (i.e., generic and ethno-specific), "two solitudes". They describe a generic system that is intended to serve all people in need without discrimination on the basis of race, religion and culture-according to the Charter of Rights and Freedoms. This generic system is expected to continually assess and revise policies and services to meet the needs of the diverse population within its resource base. On the other hand, the ethno-specific system plays a variety of roles ranging from those accepted by the larger system (e.g., settlement for newcomers including information and referral) and those roles currently not accepted (e.g., acting as advocates for clients by accompanying clients and interpreting for them or providing family counselling). The important question that Doyle and Visano asked was, has anyone thought that these prevailing roles may be inappropriate for a social service system that insists on assuring access for a variety of people, and is constantly in flux given the changing nature of communities?

Doyle and Visano (1987b:85) go on to agree that there is no cultural planning that directs providers in the planning and delivery of human services.

Some funders can provide incentives to influence organizations but organizations are not obligated due to their voluntary nature and the fact they receive funding from a variety of sources. Consequently, in a situation like this where there is no central planning authority, the roles assigned to ethno-specific and generic services by the community are not immutable and must be subject to negotiation and change. There is a major need for a high degree of cooperation among all players because these roles cannot be dictated on the basis of who has the most power and resources but rather on the basis of client needs and who can best meet and serve those needs.

A quote from their report clarifies this further.

> Recognizing this dynamic nature of the human service system, we cannot impose a rigid sense of rationality in determining finally who should do what in a uniform pattern. The reality of the health and social service system does not fit such a mould, however much some wished it would. For example, we may believe that [generic] organizations should be able to adapt sufficiently that they could serve whoever came to them in need, regardless of the language or membership in a particular cultural or racial group. The reality, however, is that no matter how much....
>
> Initiatives like the Immigrant Women's Job Placement Centre which provides job training and placement services for immigrant women, does not seem to be an attempt to establish a so-called "parallel system" of services for members of diverse racial and cultural groups. These situations may be simply the normal adjustments that go on throughout the system to fill in the gaps in service to specific populations left by the inability of [generic] organizations (voluntary and government) to serve a total population requiring service in different languages and representing a wide variety of racial and cultural groups.
>
> There is a need for continual adjustment of both [generic] and ethno-specific organizations to the demands of a diverse population. No one organization or set of organizations can have a staff with the capability to serve all language groups and cultures. And the needs themselves change with people's experience and with the constant economic and social changes in society...It is vital that the relationship between the two systems be one of mutuality, where each recognizes the role and value of the other within a relationship characterized by collaboration and exchange. (ibid.,p.85 & 86)

With such a clear explanation, there is little need for further elaboration, except for two key points. First, the example cited above of the Immigrant Women's Job Placement Centre should also not be viewed as a duplication of service. Obviously, these women's needs were not being met through the generic service system; this was "simply the normal adjustments that go on ... to fill in the gaps" (ibid., p.85).

The second point has to do with a service planning question. With limited financial resources available for social services, how do policy-makers and funders decide which of the many agencies/projects should be made top priority, second priority, etc? The results of one of the workshops is helpful in answering this question. These workshop results are reflected in recommendation #15. The criteria that should be used to help decide who should be assisted to access services first are threefold:

a) recency of arrival - those who have just arrived will probably have more needs than those who have been here for a long time.
b) level and type of support network already in place - a large network of people who have been here for a long time may not be as needy as recent newcomers with very few people from their own country already in the community.
c) refugee claimants and refugees who have been in refugee camps for many years

9.3 Unanswered Questions and Philosophical Issues in the Study

The major question and concern raised by both service provider and citizen workshop participants was, who is going to take the leadership role to work toward a more accessible social service system for the diverse racial and cultural population based on the recommendations in this report? Participants wondered about the role of the Multicultural Council given its recent organizational review. Also, what is the role of regional and other governments? There were no answers to these questions.

Second, the findings show that 93% of the ethno-specific and 78% of the generic service providers sampled, agreed that the responsibility for helping

these newcomers access services has been put on smaller, often poorly funded, and understaffed ethno-specific agencies. Why is this so? What should be done about it?

Third, should generic service providers be educated and sensitized about a variety of cultures or should a diversity of racial and cultural groups be taught the skills and then offered jobs in the social service system? Undoubtedly, a combination of these two approaches is appropriate. Caution must be exercised, though, regarding diverse racial and cultural groups being educated in the mainstream university and college systems. For example, would these social service courses only teach "mainstream methods, values, etc." while ignoring skills and knowledge from other cultures?

9.4 Research Questions Generated by the Study

a) Even though this study attempted to measure the language and culture representation in the social service system, we do not know which services have adequate language and cultural representation nor do we know which language and cultural groups have been recruited as staff and volunteers because agencies do not maintain this type of record. Which social services in Hamilton-Wentworth require translators or language interpreters and which services require cultural interpreters?

b) How many cultural interpreters are needed for the Hamilton-Wentworth community? Who should pay their wages? Where should they be located? (A cultural Interpreters Advisory Committee has just started working on these questions).

c) What are the differences between long-time immigrants (e.g., people who may have immigrated to Canada thirty years ago) and recent newcomers regarding their access to the social service system? And, are there major differences between 1st, 2nd, and 3rd generation immigrants? Are certain ethnic groups more likely to need/use the formal social service system while others are not? Are certain age groups of people of certain ethnic groups more likely to use the social service system than others?

d) People's reasons for leaving their country often have an affect on whether they make contact with the formal service system or just rely on their informal networks. Who are these people?

These four questions and the three questions outlined in section 9.3 require consideration if this community is going to move forward to create a more accessible social service system. The community has clearly articulated its concerns around the barriers to accessing services, made recommendations and postulated additional, unanswered questions. The barriers, recommendations, and unanswered questions are not unique to Hamilton-Wentworth; other studies have similar findings (see Task Force on Mental Health Issues affecting Immigrants and Refugees, 1988; Doyle & Visano, 1987a; MacQueen, 1984; Ontario Advisory Council on Senior Citizens, 1989; and Social Assistance Review Committee, 1988).If the social service system truly believes in equal access for all people in need of services, then implementation of these recommendations and the development of answers to the remaining questions becomes a necessity.

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REFERENCES

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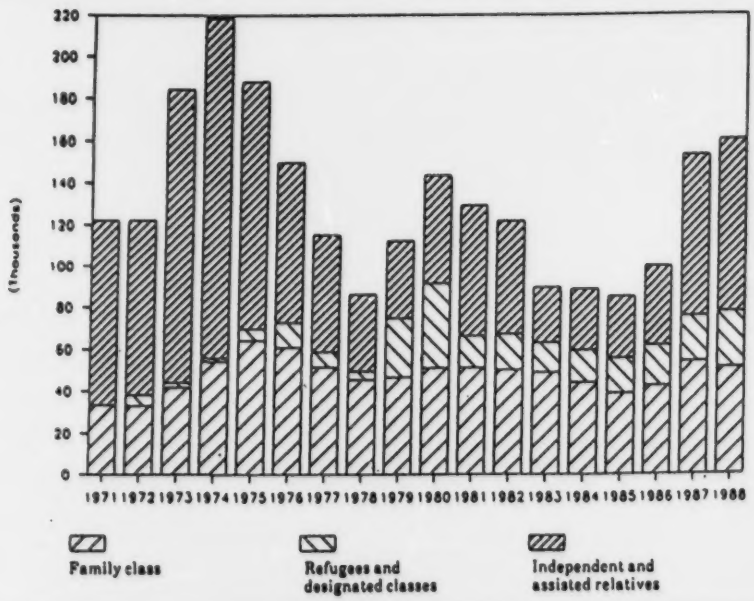
APPENDICES

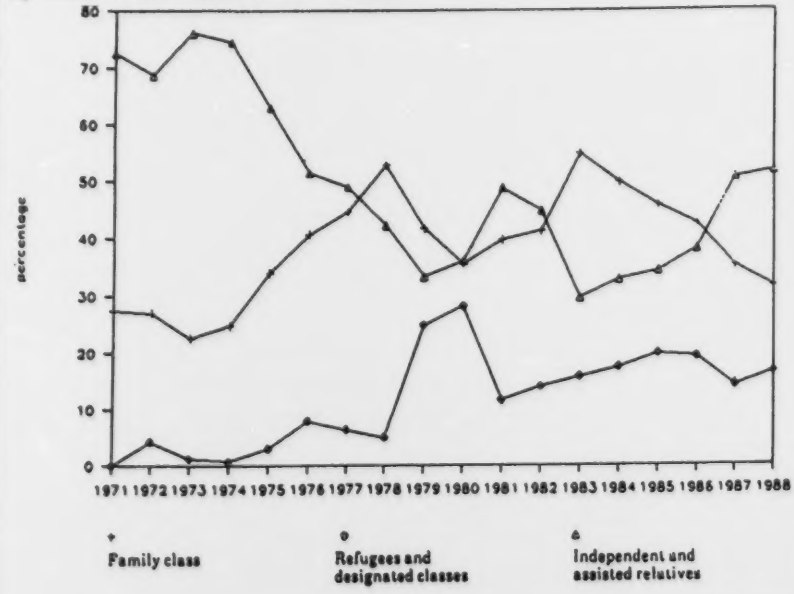
APPENDIX A

APPENDIX A

Independents form a growing proportion of immigrants
Immigrants to Canada, by class of admission, 1971-1988



Percentage distribution of immigrants to Canada,
by class of admission, 1971-1988



Source: Canadian Council on Social Development "Opening the door a little wider". Perception, Vol. 14, No. 2, Spring 1990.

APPENDIX B

APPENDIX B

ONTARIO POLICY ON MULTICULTURALISM

Ontario's multiculturalism policy is designed to encourage all people to celebrate and share their history, while participating fully in the economic and social life of the province. That policy states:

I The Government of Ontario acknowledges and welcomes the diversity of cultures in this province.

II Our varied cultural backgrounds are a source of enrichment and strength.

III The government is committed to ensuring that people of all cultures and races live as equal and responsible citizens in the province.

IV Every person in Ontario is entitled to equal access and participation, and each person may choose to preserve or share aspects of his or her culture.

V The goal of the government's multiculturalism policy is to ensure that individuals of all cultural heritages have equal opportunity to develop their individual potential.

- ☐ To that end, the government will promote greater knowledge, understanding, acceptance and celebration of our cultural diversity.
- ☐ An extensive, systematic program of public education will encourage the people of Ontario to become more aware of the province's many cultures.

VI Government policies, appointments and programs will reflect the spirit of this policy.

- ☐ The government will actively seek out the ideas, views and concerns of individuals and cultural communities.
- ☐ All government ministries will review and revise all current and future policies to ensure they reflect our policy on multiculturalism.
- ☐ The government will reflect the spirit of this policy in its hiring practices and in its appointments to agencies, boards, commissions and similar groups.

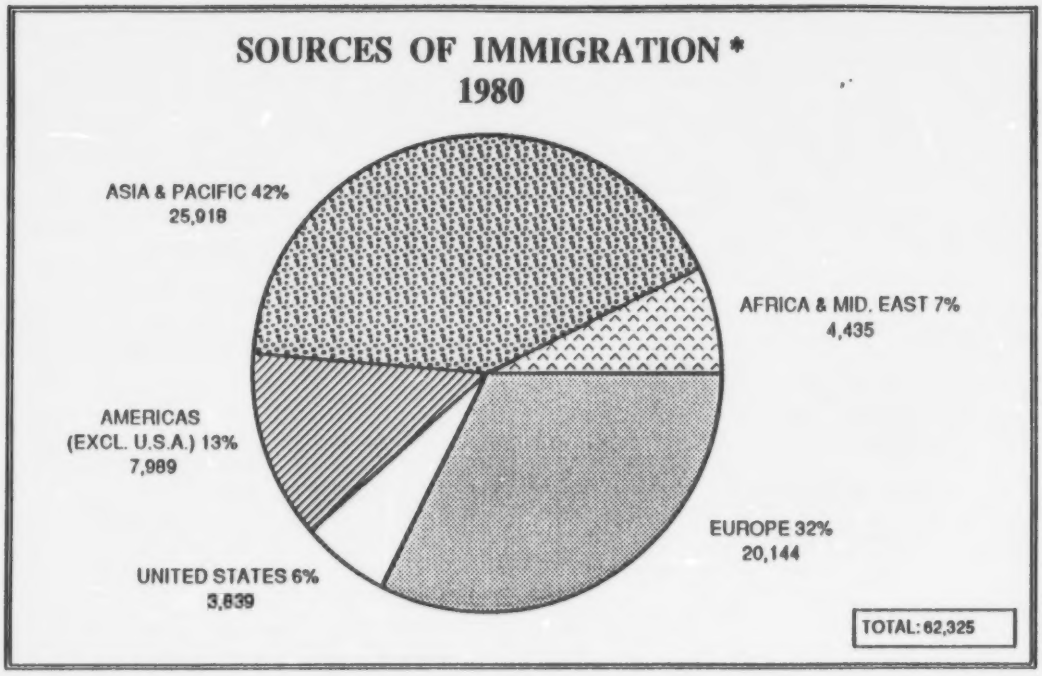
VII General public services provided by the government will be sensitive to cultural values and traditions.

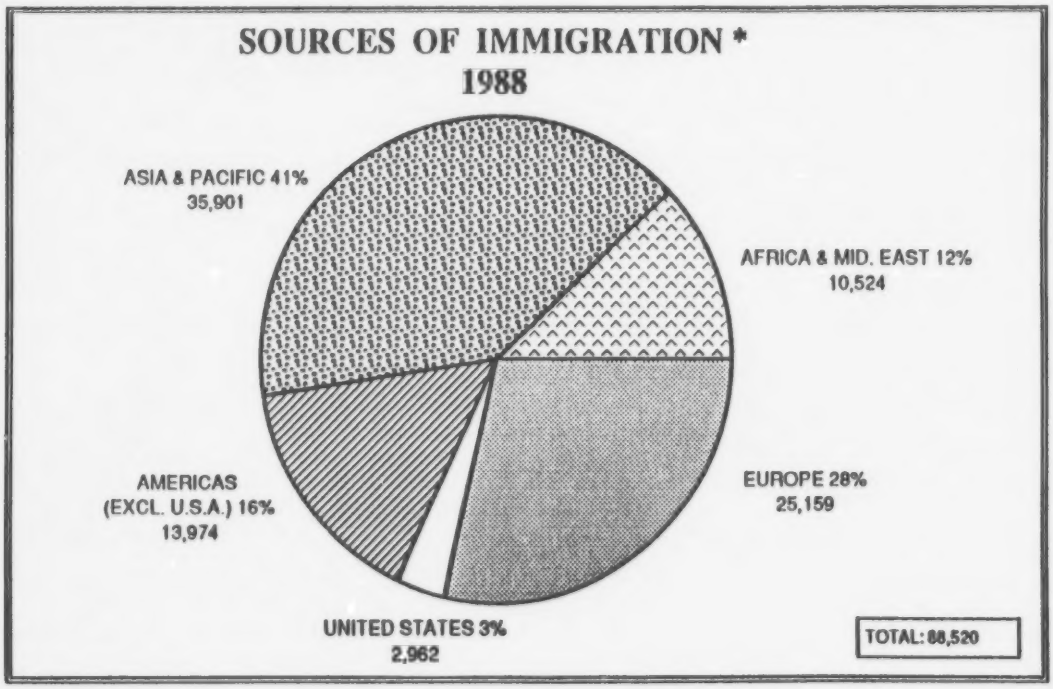
- ☐ All government ministries, agencies, boards and commissions will plan, design and deliver programs, services and initiatives which are accessible to all Ontarians.
- ☐ The government will encourage other levels of government, as well as non-government committees, groups and organizations, to offer programs and services which are accessible to everyone.

APPENDIX C

APPENDIX C

SOURCES OF IMMIGRATION FOR 1980 AND 1988





* These data are based on the country of last permanent residence of immigrants; therefore, they may not reflect the immigrants' country of birth.

Source: Canada Employment and Immigration Commission. Immigration to Ontario, November 1989:9.

APPENDIX D

APPENDIX D

INITIATIVES FROM AROUND THE PROVINCE

The purpose of this section of the report is to provide some examples (as part of objective a) of this study) of what is happening throughout Ontario. It is impossible to list and explain everything happening in Ontario because there have been a lot of new developments. Thus, the reader is asked not to consider the following outline as exhaustive or representative. First, some initiatives from a few Ministries will be presented and then a number of programs in various municipalities will be highlighted.

D.1 Ministry of Citizenship

a) Professional Internship Program

This program provides on-the-job training in the areas of settlement administration and interpreter/translator services for twenty-five individuals within native, multicultural, ethno-cultural and immigrant settlement organizations. This program results in the development of a pool of trained professionals sensitive to the needs and concerns of the multicultural community (Government of Ontario, 1989).

b) Multicultural Workplace Co-ordinator Grant Program

This program provides support for the co-ordinator of MWP marketing and needs assessment and program design in institutions (e.g., community colleges and boards of education) with demonstrated commitment and successful experience (ibid).

c) Cultural Interpreter Pilot Project

Five Ontario communities were assessed for their appropriateness for this project. Information for the assessment focused on the need for cultural interpreter services, current procedures for delivering services to non-English speaking clients and the receptivity level of minority organizations (Wilfrid Laurier University, January, 1989).

d) The Ontario Times Newsletter

The Ontario Times Newsletter will carry a feature series on orientation topics using photo stories. Photo stories are extremely useful to people with limited language skills. Orientation topics include housing, employment and education (ibid).

e) Multilingual "Newcomers Guide to Services" Videotape

This provides settlement and orientation information to immigrants and refugees in a format accessible to people with various levels of education and literacy (ibid).

D.2 Ministry of Community and Social Services

a) Bridging Initiative

The purpose of the Bridging Initiative is to facilitate the development of consultation, co-ordination and service delivery models through linking and establishing ongoing working relationships with ethno-cultural organizations and generic agencies (Government of Ontario, March, 1989). Family Services of Hamilton-Wentworth is involved in this Bridging Initiative and has hired a Spanish-speaking counsellor.

b) Multicultural Resource Kit and Training Program for Child Care Professionals

Before being implemented, this program will involve pilot testing and modification. The kit will then be distributed. Training will take place throughout Ontario's licensed child care system.

D.3 Ministry of Health

a) Multicultural Health Care Agencies and Professionals

This educational program is carried out in conjunction with the Ontario Hospital Association and will see the preparation of a training manual, related print materials and a series of audio-visual tapes (Government of Ontario, November, 1989).

D.4. Ontario Women's Directorate

a) Wife Assault Prevention

Fifteen Ministries and agencies are participating in the Government's five year Wife Assault Prevention program coordinated by the Ontario Women's Directorate.

D.5 London Cultural Interpretation Service

The London Cultural Interpretation Service (LCIS) is a non-profit organization partially funded by the Ontario Ministry of Citizenship. It provides trained interpreters to community agencies, government, professionals and businesses to enable effective access of non-English speaking clients, patients or employees to their services. The fifty Cultural Interpreters have more than 120 hours of training in the dynamics of cross-cultural interpretation and ethical practices of professional interpretation. They interpret in the following areas: health, government and social services including wife assault. Languages include Arabic, Cambodian, Chinese, French, German, Greek, Hindi, Hungarian, Italian, Persian, Polish, Portuguese, Romanian, Spanish and Vietnamese (London Cultural Interpretation Services, November, 1989).

D.6 Y.W.C.A. of Metropolitan Toronto

In 1982, the Y.W.C.A. of Metropolitan Toronto undertook a three year developmental process to make its organization more accessible to women of all cultural and racial backgrounds. This multicultural development program included three main components: a) organization development including intercultural training for all volunteers and staff; b) group programs including the development of community-based multi-ethnic immigrant women's groups and the provision of leadership and multicultural group process skills to voluntary group leaders, and c) community development dealing with the development of a multicultural resource guide focusing on the organizational change process which could be used by other community-based agencies and organizations. by the summer of 1987, an examination of the three year program objectives showed that the objectives had either been accomplished or the activities planned to meet the objectives had been initiated (Social Planning Council of Metropolitan Toronto, August, 1987: 25-38).

D.7 North York Inter-Agency and Community Council Cross Cultural Project (1981-1984)

A three year Cross Cultural Project was initiated in 1981 containing the following major activities: a) A Needs and Resources Study of generic and ethno-specific organizations in North York; b) a series of monthly training workshops for frontline staff of a variety of generic organizations (based on the study), and c) an implementation conference for policy makers. Two primary objectives for this three year project included the need to promote sensitivity and skill on the part of agency staff and volunteers when dealing with a rapidly changing client group and to encourage participation by ethno-specific organizations and planning services. The monthly training workshops included the following topics: patterns of parenting in a multicultural society, changing styles of service delivery, immigrant women and cultural nutritional patterns (ibid, p.39-49).

D.8 CLV Interpreter Services

During the Fall of 1981, concerns about the problems faced by Southeast Asian refugee families were made public in Metropolitan Toronto. A workshop was held and the Southeast Asian Support Group was formed. A feasibility study was carried out for an interpreter service. With the results of the feasibility study and negotiations among the Cambodian, Lao and Vietnamese (CLV) Associations, the CLV Cultural Interpreter Service was initiated in April, 1986. Its objectives are to provide trained interpreters, 24 hours a day, available on call as a support system to hospitals, social service agencies, the courts and the police. Another objective is to serve as a support to the work of the three associations. Interpreters are trained in ethics, standardizing English concepts, cross cultural awareness and awareness of details (ibid, p.50-60).

D.9 Children's Aid Society of Metropolitan Toronto Multicultural Program

In 1983, the Children's Aid Society began implementing its Multicultural Program which had gone through developmental stages in the preceding few years. This multicultural program was developed as an organizational development process to translate policy at all levels and sections of the organization. The agency made a commitment to provide child welfare services in a manner that is free from ethnic bias and knowledgeable of racial and cultural differences. This commitment came in the form of revised policies in the following six

categories: policy making within the organization, data collection and planning, the delivery of services, training, personnel practices and public relations. Policy making within the organization includes the need to analyze the implications of all their report recommendations for cultural and racial diversity (ibid, p.61-78).

D.10 West Scarborough Neighbourhood Community Centre

In April 1986, West Scarborough Neighbourhood Community Centre was invited to join five other agencies (sponsored by the United Way) in a two year project designed to enhance their capacity to respond to the changing racial and cultural needs of the community. Enhancing their capacity to respond to changing racial and cultural community needs required the completion of three phases. First, an agency-wide self-evaluation phase was required. Second, change strategies had to be developed. Third, these strategies had to be implemented. The self-evaluation included an assessment of the Centre, as well as the representation of various groups in the Centre's programs. It also included collection of demographic information from their catchment area and communication with racial and cultural groups in the community. Representatives from neighbourhood groups were consulted to help identify targets for change, action plans and resource requirements (West Scarborough Neighbourhood Community Centre, no date).

D.11 End Notes

The list of initiatives and projects described above only graze the surface of activities happening around the Province. There is much to be learned from these projects for use in other communities. Hamilton-Wentworth does not have to re-invent the wheel, just replicate it. There is helpful advice and interesting insights in these examples whether one is interested in cultural interpreters for the Punjabi community or staff and volunteer cultural sensitivity training workshops for fifty generic agencies.

APPENDIX E

APPENDIX E

TABLE E-1: PERMANENT RESIDENTS DESTINED TO HAMILTON BETWEEN JANUARY AND DECEMBER 1986 BY COUNTRY OF LAST PERMANENT RESIDENCE

Top 5 Countries for Each Category

Europe		574	34.9%
	Poland 191		
	England 103		
	Portugal 60		
	Yugoslavia 30		
	Hungary 33		
Africa		66	4.0%
	Ethiopia 28		
	South Africa 19		
	Ghana 6		
	Egypt 3		
	Uganda 3		
Asia		619	37.6%
	Vietnam 195		
	Kampuchea 100		
	India 90		
	Hong Kong 49		
	Iran 34		
North and Central America		230	14.0%
	United States 104		
	El Salvador 86		
	Mexico 18		
	Guatemala 10		
	Nicaragua 10		
Caribbean		80	4.8%
	Jamaica 36		
	Trinidad Tobago 26		
	Cuba 7		
	Grenada 2		
	Dominican Rep. 2		
South America		62	3.8%
	Guyana 45		
	Brazil 8		
	Argentina 6		
	Uruguay 1		
	Venezuela 1		
Australasia		13	.8%
Oceania		2	.1%
TOTAL		1646	

TABLE E-2: PERMANENT RESIDENTS DESTINED TO HAMILTON BETWEEN JANUARY AND DECEMBER 1987 BY COUNTRY OF LAST PERMANENT RESIDENCE

Top 5 Countries for Each Category

Europe		1050	43.5%
	Poland 284		
	England 168		
	Portugal 163		
	Romania 60		
	Yugoslavia 59		
Africa		100	4.1%
	South Africa 35		
	Ethiopia 21		
	Ghana 14		
	Egypt 7		
	Kenya 7		
Asia		734	30.4%
	Vietnam 150		
	India 147		
	Hong Kong 118		
	Philippines 82		
	Kampuchea 48		
North and Central America		315	13.1%
	United States 126		
	El Salvador 103		
	Nicaragua 41		
	Mexico 22		
	Guatemala 19		
Caribbean		106	4.4%
	Jamaica 47		
	Trinidad Tobago 26		
	Grenada 9		
	Barbados 8		
	Cuba 5		
South America		95	3.9%
	Guyana 66		
	Chile 9		
	Argentina 7		
	Venezuela 7		
	Brazil 2		
Australasia		11	.5%
Oceania and other islands		1	.04%
TOTAL		2412	

TABLE E-3: PERMANENT RESIDENTS DESTINED TO HAMILTON BETWEEN JANUARY AND DECEMBER 1988 BY COUNTRY OF LAST PERMANENT RESIDENCE

Top 5 Countries for Each Category

Europe		1164	46.7%
	Poland 389		
	Portugal 286		
	England 149		
	Yugoslavia 74		
	Hungary 57		
Africa		78	3.1%
	Ethiopia 17		
	South Africa 16		
	Ghana 10		
	Morocco 8		
	Zambia 7		
Asia		852	34.1%
	Vietnam 182		
	India 148		
	Hong Kong 146		
	Philippines 76		
	Kampuchea 48		
North and Central America		223	8.9%
	United States 87		
	El Salvador 61		
	Guatemala 35		
	Nicaragua 17		
	Mexico 15		
Caribbean		97	3.9%
	Jamaica 39		
	Trinidad Tobago 29		
	Dominica 6		
	Dominican Rep. 6		
	Cuba 5		
South America		79	3.2%
	Guyana 36		
	Chile 11		
	Peru 11		
	Brazil 9		
	Argentina 7		
Australasia		1	.1%
Oceania and other islands		2	
TOTAL		2494	

TABLE E-4: PERMANENT RESIDENTS DESTINED TO HAMILTON BETWEEN JANUARY AND DECEMBER 1989 BY COUNTRY OF LAST PERMANENT RESIDENCE

Top 5 Countries for Each Category

Europe		1697	48.4%
	Poland	668	
	Portugal	429	
	England	154	
	Yugoslavia	134	
	Romania	67	
Africa		122	3.5%
	Kenya	23	
	Nigeria	18	
	Ethiopia	15	
	South Africa	14	
	Ghana	9	
Asia		1322	37.8%
	Vietnam	314	
	Hong Kong	188	
	Kampuchea	134	
	India	127	
	Philippines	117	
North and Central America		158	4.5%
	United States	75	
	El Salvador	50	
	Mexico	13	
	Nicaragua	11	
	Guatemala	8	
Caribbean		108	3.1%
	Jamaica	52	
	Trinidad Tobago	42	
	Haiti	5	
	Barbados	4	
	Cuba	3	
South America		91	2.6%
	Guyana	40	
	Chile	14	
	Brazil	13	
	Peru	10	
	Columbia	4	
Australasia		3	.1%
Oceania		0	
TOTAL		3501	

APPENDIX F

APPENDIX F

TABLE F-1: REFUGEE CLAIMANTS PROCESSED THROUGH THE HAMILTON IMMIGRATION CENTRE (JANUARY TO DECEMBER 1989) BY COUNTRY OF LAST PERMANENT RESIDENCE AND BY COUNTRY OF BIRTH

	By Country of Last Permanent Residence	By Country of Birth
England	2	1
Czechoslovakia	2	2
Germany	1	0
Greece	1	1
Hungary	2	2
Poland	5	5
U.S.S.R.	1	1
Yugoslavia	7	8
East Germany	1	1
Romania	2	2
Kenya	1	1
Ethiopia	1	1
Ghana	5	5
Libya	3	3
Somali Republic	2	2
Sri Lanka	8	8
China - Mainland	4	4
India	0	1
Israel	1	0
Lebanon	10	11
Pakistan	3	3
Syria	2	1
Bangladesh	1	1
Iran 1	2	
Jordan	0	1
Kuwait	3	2
Saudi Arabia	1	1
Malaysia	4	4
Afghanistan	0	1
Nepal	1	0
El Salvador	1	1
Trinidad Tobago	2	2
Argentina	3	3
Guyana	3	3
Columbia	1	1
Peru 2	2	
Paraguay	1	1
Seychelles	1	1
Total	89	89

TABLE F-2: REFUGEE CLAIMANTS PROCESSED THROUGH THE HAMILTON IMMIGRATION CENTRE (JANUARY TO DECEMBER 1989) BY AGE AND SEX

	Sex		
Age	Female	Male	Total
0 - 4	2	0	2
5 - 9	1	3	4
10 - 14	0	0	0
15 - 19	0	1	1
20 - 24	7	16	23
25 - 29	8	12	20
30 - 34	4	17	21
35 - 39	5	5	10
40 - 44	1	4	5
45 - 49	1	0	1
50 - 54	0	0	0
55 - 59	0	1	1
60 - 64	0	1	1
65 plus	0	0	0
Total	29	60	89

APPENDIX G

APPENDIX G

PRELIMINARY FIELD WORK WITH GENERIC AGENCIES

AGENCIES

Big Brother Association
Big Sister Association
Canadian Hearing Society
Canadian Mental Health Association
Catholic Children's Aid Society of Hamilton-Wentworth
Catholic Family Services of Hamilton-Wentworth
Children's Aid Society of Hamilton-Wentworth
Correctional Services Canada
Dawn Patrol Group Homes
Dundas Community Services
Dundurn Community and Legal Services
Elizabeth Fry Society
Emergency Shelter Foundation
Family Services of Hamilton-Wentworth
Good Shepherd Women's Centre (Martha House)
Hamilton Mountain Legal and Community Services
Hamilton Wesley House
Homestead Residential and Support Services
Hope Haven Homes Family Rehabilitation Centre
Interval House
John Howard Society
Lynwood Hall Children's Centre
McQuesten Legal and Community Services
Mission Services of Hamilton
Parental Stress Services
Pastoral Counselling Centre
Placement Assistance to Handicapped
St. Leonard's House
St. Matthew's House
Grace Haven
Calvert House
Senior Peer Counselling
Sexual Assault Centre Hamilton and Area
Voluntary Action Centre of Hamilton and District
Wesley Urban Ministries
Widow to Widow

APPENDIX H

APPENDIX H

The Social Planning & Research Council of Hamilton and District

155 James St. S., 6th Floor, Hamilton, Ontario L8P 3A4 Telephone: 522-1148

December 20, 1989.

Dear Colleague:

Did you know that in 1986, the Region of Hamilton-Wentworth contained over fifty language groups? You will find attached to this letter a copy of this summary. The Social Planning and Research Council of Hamilton and District (SPRC), at the request of the Regional Social Services Department, has begun some work on the topic, "Diverse Cultural and Racial Groups' Access to the Social Service System". The District Health Council is doing a parallel (but not identical) study and you may have already been contacted by them. We have already had some preliminary discussions with Ontario Welcome House, SHAIR and the Multicultural Council.

Instead of re-inventing the wheel by collecting more primary data when much has already been collected, SPRC has decided to get feedback through a survey from service providers and citizens on barriers to services and the goals that Hamilton-Wentworth should be working on. After this feedback has been collected and summarized, the people who provided feedback will be invited to a one-day workshop at the beginning of February to develop strategies to achieve the goals for which agreement exists based on survey results. Therefore, the attached survey must be completed before Thursday, January 18, 1990 and returned to the SPRC office. There is some interesting background material included in this package too; we encourage you to read it and forward any of your concerns or other comments that you think would be valuable to SPRC. We encourage you to complete the attached survey in collaboration with your staff who have first-hand experience with service delivery to cultural and racial groups.

The one-day workshop is only one activity that SPRC is undertaking to deal with cultural and racial groups' access to social services. You and your organization may also be contacted to provide information on your client contacts for one day in February. We may also contact you about getting an overview of the ethnic and language breakdown of your Board of Directors, various committees and volunteer service providers. We may then need to organize another workshop to examine all of these findings. We believe that the summer of 1990 will bring the completion of a written report and the beginning of a process to facilitate change in the social service system.

We hope we can all work together on this project. Please call Gloria at 522-1148 if you have any questions or comments. (Remember, the attached pages 4 to 10 should be completed and returned to SPRC before Thursday, January 18, 1990).

Thanks very much!

Sincerely,

Mike Pennock,
Executive Director

MP:sk
Encl. 2

HAMILTON-WENTWORTH "MOTHER TONGUE" - 1986

English	326,195	Serbo-Croatian	300
Italian	31,160	Armenian	295
German	6,535	Estonian	290
Polish	5,555	Japanese	290
French	5,180	Russian	270
Portuguese	5,105	Danish	260
Ukrainian	4,090	Hindi	245
Dutch	4,000	Urdu	240
Croatian	3,805	Persian	195
Hungarian	3,050	Yiddish	175
Chinese	2,275	Thai	160
Yugoslavian	2,145	Maltese	125
Greek	1,825	Finnish	125
Serbian	1,740	Dravidian	125
Spanish	1,075	Swedish	100
Lithuanian	1,020	Malayan	90
Punjabi	710	Flemish	80
Latvian	625	Other Slavic	75
Vietnamese	595	Bengalese-Sinhalese	70
Slovak	550	Hebrew	60
Arabic	515	Malayo Polynesian	45
Czech	505	Norwegian	40
Tagolog, Pilipino	500	Tamil	35
Romanian	430	Other Semtic	20
Slovenian	370	Creoles	5
Indo-Iranian	355	Other	110
Macedonian	305	Multiple	18,590

Source: Ethno-cultural Data Base, 1989.

THE SOCIAL PLANNING AND RESEARCH COUNCIL OF HAMILTON AND DISTRICT

A STUDY OF DIVERSE CULTURAL AND RACIAL GROUPS' ACCESS TO THE SOCIAL SERVICE SYSTEM IN HAMILTON-WENTWORTH

1.0 INTRODUCTION AND DEFINITIONS

Did you know that in 1986, the Region of Hamilton-Wentworth contained over fifty language groups (mother tongue) and this number did not include Aboriginal languages? The number of residents in each of these language groups ranged from 5 to 31,160 (Ethnocultural Data Base, 1989).

The provision of specialized services for each language group would clearly be an expensive undertaking. The provision of one case manager/liaison staff person for each language group would cost approximately 1.5 million dollars, assuming costs of $30,000 per worker. Specialized agencies for each group which contains counsellors for family problems, employment problems and liaison would increase the costs to 4.5 million dollars. This approach is also complicated by the dramatic difference in the size of each group.

The Social Planning and Research Council of Hamilton and District has already had some preliminary discussions with the Multicultural Council, SHAIR International and Ontario Welcome House about our work on this topic. Their feedback has been most helpful. The Social Planning and Research Council also has an advisory committee made up of citizens of the diverse cultural and racial population of Hamilton-Wentworth that has helped direct this project. This advisory group of citizens will continue to meet regularly to guide this project to completion. Completion date is scheduled for the summer of 1990.

A very simple example helps set the context for your feedback on the attached pages. In many non-English countries, people naturally rely on "certain people" to help them access services. These "certain people" are typically viewed as "established members of the community". In these instances, it is who you know not what you know that will secure services for you. When people of non-English speaking countries come to Canada, they are confronted with a system of social services that looks nothing like the system with which they were familiar. This is the task before us.

The Social Planning and Research Council of Hamilton and District is very interested in working with the diverse cultural and racial groups, ethno-specific agencies and mainstream agencies to sort this out. You will find attached a brief survey (this survey is based on a two-year study in Toronto in 1987). We would like to get your feedback on the barriers that you think prevent or inhibit individuals of various cultural and racial

groups from accessing a variety of social services in Hamilton-Wentworth. Section 2.0 contains a list of barriers that we would like you to think about and then note to what extent you agree.

We are also interested in knowing from you, based on your experience in Hamilton-Wentworth, what goals this community should be working on that would help eliminate the barriers you noted. Section 3.0 contains goal-related questions.

The information you provide for us through the attached forms (pages 4 to 10) will be critical input for us as we plan the one-day workshop for the beginning of February, 1990 to do some concrete strategizing regarding services for Hamilton's racial and cultural groups. This is your opportunity to help us formulate the February agenda by telling us what contents should be included. Please return this package to us before Thursday, January 18, 1990.

Please note that all the information that you provide for us will be kept confidential. Your agency will be identified by a number only. The master list of agency names and their corresponding numbers will be kept by the Research Director in a file for her use only. All agency data will be summarized in aggregate form so no agency and its responses will be identified alone.

The following definitions should be used as a guide as you complete the two proceeding sections on barriers and goals. These were taken from the study carried out in Toronto.

ACCESS - Access to a variety of social services depends on an accurate assessment of barriers and the identification of goals and strategies to reduce and delete these barriers. Access is a) "securing of needed services for a consumer" and b) participation in the planning, development, delivery and administration of those services through membership on Boards of Directors or participation in an organizational review.

CULTURAL AND RACIAL GROUPS - English language terminology that accurately describes the various cultural and racial groups that comprise Canadian society is difficult to find. Most terms currently in use such as "ethnics", "minorities", visible minorities", and "mainstream Canadians" conjur up images and meanings that are exclusive, elitist, patronizing, or even worse. We, like our colleagues in other organizations and agencies, are engaged in a struggle with nomenclature - trying to find or create

language that accurately describes what we mean and is not sexist, racist, or ethnocentric and loaded with class bias. It is a challenging and healthy struggle which will probably never end as the meaning of words changes along with the ever evolving reality which they describe. For now, the best terms we can think of that in non-prejudicial ways describe the non-white, non-Anglo Canadian of several generations are "culturally and racially diverse".

CULTURAL INTERPRETERS - These interpreters are not necessarily people who are fluent in another language. They also were raised in the culture or spent time studying/ learning about the particular culture.

ETHNO-SPECIFIC AGENCIES - These agencies are primarily geared to serve one or more ethno-cultural groups although they may not exclude serving others from the general community. Examples include Ontario Welcome House, SHAIR and Portuguese Information Centre.

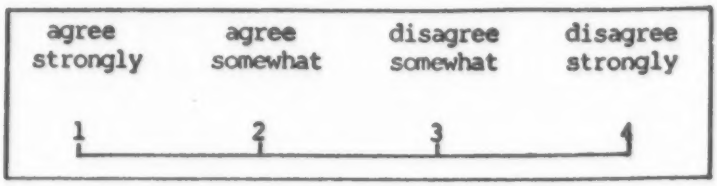
MAINSTREAM AGENCIES - These agencies differ from ethno-specific agencies in that they offer services to the general population, according to eligibility criteria that do not emphasize reference to membership in a specific ethno-cultural group. Examples include Children's Aid Society, Family Services of Hamilton-Wentworth and Community Information Service.

SOCIAL SERVICES (SYSTEMS) - This refers to the network of services available that are targetted to a variety of people's needs, including food and shelter services, financial assistance services, employment services, settlement services, interpreter and translator services, children and family counselling services, etc.

Please complete the following few pages and return to the Social Planning and Research Council before Thursday, January 18, 1990. If you have any questions, please call Gloria at 522-1148.

2.0 BARRIERS TO ACCESS

A number of barriers were identified (Social Planning Council of Metropolitan Toronto, 1987) which prevent diverse cultural and racial groups from accessing mainstream social services. Please read each statement and indicate (by placing one of the numbers on the blank line beside each statement) whether you



based on your experience in Hamilton-Wentworth.

A. Information Barriers

_____ A.1 People in general do not know what services are available.

_____ A.2 Most information about services is available in English only.

_____ A.3 Most information about services is available in print only.

_____ A.4 Agency staff are not able to refer people of some cultures to other services because links with other agencies are not well developed and they, therefore, do not know what services other agencies provide.

B. Administrative Barriers

_____ B.1 Office hours are not convenient for people of some cultures.

_____ B.2 People in general have to wait too long to get appointments.

_____ B.3 People of some cultures are frustrated and confused by the highly structured nature of the service delivery system.

_____ B.4 Application forms are too long and confusing.

_____ B.5 Forms are available in English only.

C. Barrier of Costs

_____ C.1 In general, people do not have access to services because they cannot afford to pay for the service.

_____ C.2 In general, people do not have access to services because they cannot afford to pay for transportation.

_____ C.3 In general, people do not have access to services because they cannot afford to pay for child care.

D. Socio-Cultural Barriers

_____ D.1 People of some cultures who were born outside Canada have not had past experience with the system of social services and they, therefore, do not understand the role of different helping professionals (e.g., people of come cultures do not use outside services to deal with personal or family matters.)

_____ D.2 The kinds of services available are not always appropriate for some cultures.

_____ D.3 The way in which services are delivered is not always appropriate for some cultures.

_____ D.4 The stigma attached to certain illnesses (e.g., mental health, epilepsy) prevents potential clients from seeking services.

_____ D.5 The perception that social services is the same as welfare - which has a stigma attached to it - prevents potential clients from seeking services.

_____ D.6 The composition of staff at mainstream organizations does not reflect the cultural and racial diversity of the Hamilton-Wentworth community and this reduces the appropriateness and effectiveness of services.

_____ D.7 There are too few members of cultural and racial groups on the Boards of Directors and other policy and planning committees of agencies to help make decisions about the appropriateness and effectiveness of services for Hamilton-Wentworth.

_____ D.8 In general, people of diverse cultural and racial groups feel that services in the social service system discriminate against them because of their racial and cultural heritage.

E. Physical and Geographical Barriers

_____ E.1 Offices are not located close to public transportation.

_____ E.2 In general, people are discouraged from using services because they have to travel too far.

_____ E.3 People of some cultures are discouraged from using services which are located in large institutional settings.

F. Other Issues

_____ F.1 In general, cultural and racial groups feel uncertain and powerless when dealing with agencies in the social service system.

_____ F.2 In general, individuals of cultural and racial groups become familiar with services primarily through family and friends.

_____ F.3 In general, individuals from diverse cultural and racial groups feel that their accent, dialect or manner in which they speak English is poorly understood by service providers.

_____ F.4 The responsibility for helping individuals access services has been put on smaller, often poorly funded and under-staffed ethno-specific agencies.

G. Please list other barriers that we have missed.

_____ _____

_____ _____

_____ _____

_____ _____

_____ _____

_____ _____

_____ _____

3.0 GOALS NEEDED TO REDUCE BARRIERS TO ACCESS IN HAMILTON-WENTWORTH

Now that you have thought about the barriers to services that you think a variety of cultural and racial groups face, it is important for us to know what goals you think are necessary for Hamilton-Wentworth. Using the following scale, please indicate (by placing one of the four numbers on the blank line beside each statement) your level of priority for each goal based on your experience in Hamilton-Wentworth.

1. Top Priority = this goal should be acted upon within the next two years before any other goal for Hamilton-Wentworth.

2. Medium Priority = this goal is important but should not receive too much attention until after the top priority goals have been adequately dealt with and services are in place.

3. Lowest Priority = this is a long term goal that (perhaps ten years from now) should be considered but not before priorities 1 and 2.

4. This should not be a goal for Hamilton-Wentworth.

A. Goals for Agencies

_____ A.1 To sensitize mainstream agencies regarding a variety of cultural and racial issues.

_____ A.2 To increase the involvement of members of various cultural and racial groups in the planning and management of mainstream agencies (e.g., become members of Boards of Directors, members of various committees, etc.).

_____ A.3 To change the composition of staff at agencies so that agencies reflect the cultural and racial diversity of the Hamilton-Wentworth community.

_____ A.4 To increase the number of specialized services available to various racial and cultural populations in their own language. For example, this could include a Spanish speaking counsellor at a counselling agency or a Vietnamese Information Service.

Type of service (please be specific - describe service with more than 1 word and list in order of priority)	Which racial/ cultural group

_____ A.5 To increase the amount of written material in the languages of racial and cultural groups served by mainstream agencies.

List language groups (in the order you think they should be given priority).

_____

_____

_____

_____

_____

_____

_____ A.6 To increase the number of interpreters available to assist clients to communicate with staff of mainstream agencies.

List cultural groups that you think should be given priority	Which is more important - language or cultural interpretation?

_____ A.7 To increase specific services provision to refugee groups.

Which specific services (please describe service with more than 1 word and list them in order of priority	Which refugee groups

_____ A.8 To increase the number of opportunities for racial and cultural groups to work together to articulate their needs and plan solutions.

Any comments? _____

_____

_____

_____ A.9 To increase the co-operation and collaboration between mainstream and ethno-specific agencies in order to have better information available to the consumer regardless of his/her point of access into the social service system.

B. Societal Goals

_____ B.1 To sensitize members of the mainstream (e.g., general) population regarding the needs and issues of cultural and racial group members.

_____ B.2 To promote awareness of different races and cultures in the Hamilton-Wentworth community.

_____ B.3 To promote co-operation among diverse racial and cultural groups and the mainstream community.

C. Please list other goals that we have missed.

_____ C.1 _____

_____

_____ C.2 _____

_____

_____ C.3 _____

_____

_____ C.4 _____

_____

D. PLEASE LIST ANY OTHER INFORMATION OR OPINIONS OF WHICH WE SHOULD BE AWARE.

_____

_____

_____

_____

_____

Agency Name: _____

Agency Phone Number: _____

Name of person who completed survey: _____

Date: _____

THANK YOU VERY MUCH FOR YOUR TIME!

AGENCY MAILING LIST

Hamilton Regional Indian Centre

Kirkendall-Strathcona Neighbourhood House

Roxborough Parc East End Multi-Service Centre

Worker Education Centre

Welcome Inn

Mission Services of Hamilton

Good Shepherd Centre

St. Charles School (ESL)

English Language Studies
Mohawk College, Highview Campus

Hamilton & District Multicultural Council

Wesley Urban Ministries

SHAIR International Resource Centre

North Hamilton Community Health Centre

Hamilton Board of Education
Heritage Languages

ESL Classes,
Mohawk College

Ecumenical Refugee Support Group

Hamilton & District Multicultural Centre

Hungarian Community Centre

James St. Baptist Church

Jewish Social Services

Lifeline for Refugees

Portuguese Information Centre

St. Joseph's Convent

Wentworth Baptist Church

Ontario Welcome House

Religious Society of Friends

Salvation Army
Canadian and Refugee Program

Canada Immigration Centre

Canada Employment and Immigration Centre

Urban Native Homes

Native Women's Centre

Mohawk College - First Place

Canadian Mental Health Association

Pastoral Counselling Centre

Senior Peer Counselling

Neighbour to Neighbour Centre

Dundas Community Services

Information Flamborough

Community Information Service

North End Information Service

Dundurn Community Legal Service

Hamilton Mountain Legal & Community Services

McQuesten Legal and Community Services

Emergency Shelter Foundation of Hamilton-Wentworth

Interval House

Women's Centre of Hamilton-Wentworth

Teletouch (Seniors)

Housing Help Centre

Hamilton-Wentworth Housing Authority

Citizen Action Group

Lynwood Hall Children's Centre

St. Matthew's House

Grace Haven

Salvation Army

Hope Haven Homes Family Rehabilitation Centre

Ontario March of Dimes

Income Security Programs
Health & Welfare Canada

General Welfare Assistance
Department of Social Services

D.A.R.T.S.

Victim/Witness Assistance Program

Hamilton & District Extend-A-Family

Big Brother Association

Big Sister Association

Catholic Family Services of Hamilton-Wentworth

Catholic Children's Aid Society of Hamilton-Wentworth

Children's Aid Society of Hamilton-Wentworth

Family Services of Hamilton-Wentworth

PATH Employment Services

Ottawa Street Branch Y.W.C.A.

Widow to Widow

Y.W.C.A. - Main Branch

Parental Stress Services

Adult Basic Education Association

Ontario Ministry of Correctional Services, Hamilton Centre

Elizabeth Fry Society

John Howard Society of Hamilton

Dawn Patrol Group Homes, Inc.

Hamilton Wesley House

Homestead Residential and Support Services

St. Leonard's Society - Hamilton

Calvert House Community Resource Centre

AY/Alternatives for Youth

Sexual Assault Centre
Hamilton and Area

Child and Adolescent Services

Canadian Hearing Society

Voluntary Action Centre of Hamilton and District

Hamilton & District Association for the Mentally Retarded

Canadian National Institute for the Blind (CNIB)

Residential Placement Advisory Committee
Association of Agencies for Treatment and Development (A.A.T.D.)

Meals-on-Wheels
Hamilton and Stoney Creek

Ancaster Meals-on-Wheels

Meals-on-Wheels Dundas

Meals-on-Wheels Flamborough

Hamilton-Wentworth Public Health Department

Circle of Friends

Family Services Bridging Program

Hamilton-Wentworth District Health Council

Hamilton-Wentworth Regional Police

North Hamilton Community Health Centre

Social Services Department of the Regional Municipality of Hamilton-Wentworth

Wentworth Baptist Church

Hamilton Help Centre

Interfaith Council for Refugees

APPENDIX I

APPENDIX I

The Social Planning & Research Council of Hamilton and District

155 James St. S., 6th Floor, Hamilton, Ontario L8P 3A4 Telephone: 522-1148

January 11, 1990.

Dear Colleague:

Please find enclosed a one page form regarding the cultural and racial composition of agencies' Boards of Directors and various volunteer committees. This is another component of the Social Planning and Research Council's study of diverse cultural and racial groups' access to the social service system.

We have enclosed three (3) copies of this form. We would appreciate it if you would circulate one copy to your Board of Directors at your next Board meeting. All Board members should be asked to complete the information on that one page. (A page of definitions is also attached.) Please forward the other two copies to two other volunteer committees (not staff committees) at your agency. If you have more than two volunteer committees at your agency, please photocopy more and distribute them to other volunteer committees.

If you have any questions, please contact Gloria DeSantis at the Social Planning and Research Council at 522-1148. If you can return it to us before February 13th, we would really appreciate it. (If you cannot send it before February 13th, please send it by the end of February.)

Thanks very much!

Sincerely,

Gloria DeSantis

Gloria DeSantis,
Research Director.

GDS:sk
Encl. 3

DEFINITIONS

Ethnicity is a term that can be confusing. Ethnicity (or ethnic origin) simply refers to the "roots" or ancestral origin of the individual. Ethnicity is not the same as citizenship or religion. We all have an ethnic affiliation.

Fluently refers to a high level of proficiency in a language. If a person is fluent in a language, he/she can express him/herself well enough to engage in therapeutic counselling.

Example: If I grew up in an Italian family and learned both English and Italian but could communicate my feelings, frustrations, etc. much better in Italian, then I would be considered fluent in Italian.

Other volunteer community experience refers to any agency, church, group or association experience you have had (please list your most recent activities first). We are most interested in knowing about your involvement with various cultural and racial activities in the community.

QUESTIONS TO BE CIRCULATED AND COMPLETED AT MEETINGS

The Social Planning and Research Council of Hamilton and District is carrying out a project on diverse cultural and racial groups' access to the social service system. We are most interested in having a better understanding of the cultural and racial composition of agencies' Board of Directors and other volunteer committees. Please take a moment to answer the following five questions about yourself. The attached page contains definitions of ethnicity, fluency and other volunteer community experience.

Name of Committee: _____

Volunteer Number	1. What is your mother's ethnicity?	2. What is your father's ethnicity?	3. What language(s) did you first learn as a child?	4. What language(s) do you speak fluently now?	5. Please note any other volunteer community experience you have had
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					
11					
12					
13					
14					
15					
16					
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25					
26					
27					
28					
29					
30					

PLEASE RETURN THIS COMPLETED FORM TO GLORIA DESANTIS AT THE SOCIAL PLANNING AND RESEARCH COUNCIL, 155 JAMES ST. S., SUITE 601, HAMILTON, ONTARIO. L8P 3A4

BEFORE FEBRUARY 13, 1990

APPENDIX J

APPENDIX J

SERVICE PROVIDER WORKSHOP PARTICIPANTS

Generic Agency Participants:

- Mission Services
- Children's Aid Society
- Salvation Army
- Interval House
- Hamilton and District Health Council
- Wesley Urban Ministries
- Senior Peer Counselling
- Wentworth Baptist Church
- Housing Help Centre
- Community Information Service
- Ottawa St. Y.W.C.A.
- Canada Employment Centre
- James St. Baptist Church
- Family Services of Hamilton-Wentworth
- Hamilton Help Centre
- Good Shepherd Centre
- Regional Social Services Department
- Victim Witness Services
- Dundurn Legal Services
- Hope Haven
- Regional Public Health Department

Ethno-Specific Agencies:

- Hamilton Regional Indian Centre
- Ontario Welcome House
- St. Charles School
- Ecumenical Support Committee for Refugees
- St. Joseph's Convent
- SHAIR International Resource Centre
- Native Women's Centre
- Interfaith Council for Refugees

APPENDIX K

APPENDIX K

April 9, 1990

STORIES FOR APRIL 19th AND 22nd WORKSHOPS

1. Employment and Retraining

Safeer was a doctor in his home country. When he came to Canada, he was told he needed to go back to school if he wanted to be a doctor in Canada. .But Safeer had to find a job quickly to support his wife and infant son.

a) Do you have any suggestions for Safeer?

b) What difficulties or problems do you think Safeer might have at an employment office or trying to get retraining?

c) What do you think would make it easier for Safeer to find help regarding job opportunities and retraining opportunities?

(Do you think he would prefer to talk with someone of the same ethnic background about these things? How important would this be to you?)

2. English as a Second Language (ESL)

A very good friend of yours says she is really having a hard time adjusting to Canada because everything in the stores and everybody around her speaks English only.

a) Do you have any suggestions for this friend?

b) What difficulties or problems do you think she might have trying to get into English classes?

c) What do you think would make it easier for her to get into English classes?

3. Housing

A friend of yours tells you about a family that belongs to a visible minority group who has just recently moved to Hamilton and is having major problems trying to find a place to live. Your friend is quite worried about this family of four because they have been looking for a home now for a few weeks and they have very little money left.

a) What would you suggest to your friend that would help this family?

b) What difficulties or problems do you think this family of four might have trying to get help from an agency to find housing or actually trying to find housing on the open market?

c) What do you think would make it easier for this family to find a home?

(Do you think the family would prefer to deal with their housing problem with someone of the same ethnic background ? How important would this be to you?)

4. Family Violence

Your neighbour or sister tells you that she is afraid that when her husband becomes angry with her, loses his temper, and threatens her, she is very worried that he might hurt her or the children. She wonders what she should do about her situation.

a) How would you help her? What might you suggest to her?

b) What difficulties or problems do you think she might have if she went to an agency for help?

c) What do you think would make it easier for her to get the help she needs? (Do you think she would prefer to talk with someone of the same ethnic background? How important would this be to you?)

5. Any other topic to suggest? (For example, lack of money because the person has a minimum wage job, life skills programs, etc.)

APPENDIX L

APPENDIX L

SUMMARY OF DECEMBER 1989 SURVEY DATA

	Ethno-Specific					Generic				
	NR/DK	1	2	3	4	NR/DK	1	2	3	4
A.1 sensitize generic agencies		8 (57)	6 (43)			1	24 (69)	9 (26)	1	1
A.2 involve in Boards of Directors		9 (64)	4 (29)	1 (7)			18 (50)	16 (44)		1
A.3 change staff composition		5 (36)	6 (43)	3 (21)		2	9 (26)	13 (38)	10 (29)	2
A.4 increase specialized services	1	11 (85)	2 (15)			5/2	17 (55)	10 (32)	1	2
A.5 increase written material	1	7 (54)	6 (46)			2/1	17 (50)	11 (32)	1	3
A.6 increase number of interpreters	1	11 (85)	2 (15)			3/1	22 (67)	7 (21)	3	
A.7 increase services to refugees	4	6 (60)	4 (40)			5/2	7 (23)	14 (45)	7	
A.8 increase groups working together	1	8 (62)	4 (31)		1	3	18 (56)	10 (30)	3	2
A.9 increase cooperation between ethno-specific and generic agencies		10 (71)	3 (21)	1 (7)		2	22 (65)	10 (29)	2	

NR = no response
DK = don't know
priority rating = 1 (top), 2 (medium), 3 (low) and 4 (not a goal at all)
( ) = percentage

Continued ...

	Ethno-Specific					Generic				
	NR/DK	1	2	3	4	NR/DK	1	2	3	4
B.1 sensitize general population	1	9 (69)	3 (23)		1	1	25 (71)	5 (14)	5 (14)	
B.2 promote awareness in Hamilton-Wentworth	1	9 (69)	2 (15)	2 (15)		2	19 (56)	9 (26)	4	2
B.3 promote cooperation in ethno-specific and main-stream communities	1	9 (69)	3 (23)	1		1	20 (57)	8 (23)	7	

NR = no response
DK = don't know
priority rating = 1 (top), 2 (medium), 3 (low) and 4 (not a goal at all)
( ) = percentage

APPENDIX M

APPENDIX M

ADDITIONAL QUALITATIVE HIGHLIGHTS FROM THE SURVEY

A.4 To increase the number of specialized services available to various racial and cultural populations in their own language.

Ethno-Specific Service Suggestions*	Generic Agencies' Suggestions
1. translation including legal services, forms, the court system and Canadian laws, citizen rights, social services, banking, medical	
2. professional/family counselling (e.g., marriage counselling, children, adjustment to Canada, parenting skills, conflict resolution)	2. similar but also included the need for mental health services for psychiatrically ill and "stressed" refugees.
3. persons to assist job hunting, finding housing, family reunification	3. similar (but did not specifically state "persons")
4. family violence programs (including sexual abuse) especially for victims	4. similar
5. youth education and counselling	5. not mentioned
6. day care	6. not mentioned
7. ESL (with preschool component)	7. more ESL classes so people can use generic services
* Common themes included: - models of ethno-specific vs. multi-ethnic should be addressed. Ideally, need both - e.g., the ethno-specific for the initial information/referral and professional counselling in different languages at generic agencies. - individuals feel more comfortable when they gain access through a bridging agency that makes first contact with the generic agency. - in general, need for introductory classes to Canadian culture and way of life.	* Other comments included: - should be a Multicultural Information Centre operated by multicultural groups for multicultural population, then we can refer to Centre. - we would like to host a visiting counsellor on certain days or evenings from various cultural populations at our agencies where clients could receive services in their language.
1. similar	

A.4 Which racial and cultural groups should receive these services?

Ethno-Specific Agencies Said	Generic Agencies Said
- all low socio-economic groups especially these from Central and South America (Hispanics) and Africans from rural areas	- just listed Central and South Americans and Africa (no reference to socio-economics)
- Philippines	- same
- Ethiopians	- same
- Vietnamese	- same and included Laotian and Cambodian
- Native Canadians	- same
- Portuguese	- same
- Chinese	- same
- Arabic	- same
- Polish	- same
- Tamil	- not mentioned specifically
- Lebanese	- not mentioned specifically
	- Italian
	- East Indian
	- Iranian
	- German
	- Yugoslavian
	- Slavic
	- Maltese

No attempt has been made to categorize racial and cultural groups; these have been taken verbatim from the surveys. As the study progresses categories will be developed to make the wealth of information more manageable.

A.5 To increase the amount of written material in the languages of racial and cultural groups served by generic agencies.*

Ethno-Specific Agencies' Suggestions	Generic Agencies' Suggestions
1. perhaps translated material should reflect population proportions.	1. ... and based on ethno-cultural data base
2. base the decision to translate on the most recent influx of refugees (e.g., Sri Lanka, Lebanese, Polish, Somalians).	2. not mentioned
3. not mentioned	3. ensure people are not led to believe they can get actual service in the language of the brochure/material
4. not mentioned	4. should invite groups to translate materials and cover their expenses.
5. Groups mentioned include: Central and South Americans (Spanish), Portuguese, Ukrainian, German, Vietnamese, Italian, Chinese, Polish, Hindi, S.E. Asian, Eastern Europe, Middle East Arabian, Romanian, Hungarian, Czechoslovakian.	5. Groups mentioned include the same ones listed in the first column as well as Yugoslavian, Iranian, Pakistanian, Middle East (including Farsi, Urdu), Philippino, French, S.E. Asian (including Vietnamese, Cambodian and Croation).

* No order of priority is implied here.

A.6 To increase the number of interpreters available to assist clients to communicate with staff of generic agencies.

Ethno-Specific Suggestions	Generic Agencies Suggestions
1. lower socio-economic groups	1. not mentioned
2. base interpreters on groups likely to experience greatest shock here	2. base interpreters on number of people speaking that language
3. interpreters should be available to several agencies and not "belong" to one in particular	3. interpreters are not appropriate in case management
4. groups listed: Hispanics from South and Central America, Portuguese, German, Ukrainian, Italian, Polish, Vietnamese, Chinese, Farsi (Persian), Tamil, Somalian, Arab, Romanian, Hungarian.	4. groups listed included the first column plus Iranian, East Indian, Middle East, S.E. Asian, Punjabi (Sikh), India, Slavic, Maltese, Native Canadians

Both cultural and language interpretation were deemed important by approximately 50% of respondents (both ethno-specific and generic).

A.7 To increase specific service provision to refugee groups.

Ethno-Specific Agencies Suggestions	Generic Agencies Suggestions
1. encourage self sufficiency	1. not mentioned
2. translation of many different forms, etc. at legal, medical, etc. offices.	2.
3. persons to assist with housing, job hunting, family reunification, immigration services - include financial assistance to do these things.	3. similar including more education about rights, social services, new culture, police and courts.
4. family counselling (e.g., marriage, adjustment to new life, etc.)	4. similar including counselling especially re: cycle of violence in families and counselling for those who were victims of torture.
5. English classes of longer duration, full-time with training allowance with less restrictive eligibility criteria.	5. similar but specifically stated the need for easier access to ESL classes.

Not listed in order of priority

A.8 To increase the number of opportunities for racial and cultural groups to work together to articulate their needs and plan solutions.

Ethno-Specific Agencies

1. a network of 50 currently attempting to do this and support each other.

2. this needs to be planned carefully. Shouldn't be a power trip for any group or agency.

3. opportunities are already there they just have to take advantage of them.

4. better co-ordination of existing committees.

Generic Agencies

1. ensure all language and cultural groups are contacted and know how to receive information if they want it.

2. before groups can work together they have to be individually informed of their rights in Canada (also need opportunity to experience system in Canada and then be able to critique and change it).

3. while the concerns are around information, it is vital that we develop friends and community. Community centres should plan with multicultural coalitions to ensure appropriate programs are included.

4. groups should emphasize specific tasks to develop and provide services.

5. the east European communities get together as a congress, would this be possible with Asia or parts of Asia?

6. there is a need for workshops concentrating on highly needed services benefitting cultural groups.

APPENDIX N

APPENDIX N

RECORDED DISCUSSION FOR EACH GOAL AT FEBRUARY 1990 SERVICE PROVIDER WORKSHOP

B.1 TO SENSITIZE MEMBERS OF THE GENERAL POPULATION REGARDING THE NEEDS OF ISSUES OF CULTURAL AND RACIAL GROUP ISSUES.

Group 1 - long term goal
- this needs to be part of the creation of services toward the long term
- thus, cannot choose a priority number

Group 2 - this is desirable but difficult to do effectively
- perhaps it is more long range - not a immediate need
- it could be a by-product of increased co-operation between ethno-specific and generic agencies, etc.
- start sensitizing in JK schools
- could be part of Healthy Community initiatives
- should sensitize MIC populations as to what is available, where to go, etc.
- therefore priority #3 because there are more immediate needs

Group 3 - this goal is important now but not achievable immediately
- therefore priority #3

Group 4 - believe that goals regarding the general population sensitivity should be combined into 1 goal area
- therefore priority #2

Group 5 - we need greater sensitivity and awareness in general population
- therefore priority #1

A.6 TO INCREASE THE NUMBER OF INTERPRETERS AVAILABLE TO ASSIST CLIENTS TO COMMUNICATE WITH STAFF OF GENERIC AGENCIES.

Group 1 - there is not enough interpreters
- we need both cultural and language interpretation
- therefore priority #1

Group 2 - it is difficult to meet client demand without interpreters
- real need
- quality and type must correlate to agency and client needs
- qualified and culturally sensitive is a must - legal
- need volunteers or money to pay for interpreters
- therefore priority #1

Group 3 - need to understand culture
- clients need to feel safe
- need to remove/diffuse cultural barriers
- therefore priority #1

Group 4 - nil

Group 5 - there is a major need for interpreters throughout the settlement process
- therefore 1 participant said priority #1
- but other participants who did not deal with immigrants or refugees said priority #2

A.1 TO SENSITIZE GENERIC AGENCIES REGARDING A VARIETY OF CULTURAL AND RACIAL ISSUES.

Group 1 - there currently is a lack of time and training
- people still using the term "Alien"!
- G.W.A. and employment-type services really need sensitization
- <u>therefore priority #1</u>

Group 2 - works together with interpreters - make frontline generic agency workers sensitive knowing interpreters are available
- must be made aware of feelings
- try not to label
- <u>therefore priority #1</u>

Group 3 - their job should be to reach out tq ethno-specific groups
- <u>therefore priority #1</u>

Group 4 - see comments from B.1, Group 4

Group 5 - some agencies are already dealing with some of the issues
- <u>therefore priority #1</u> (but not consensus)

A.9 TO INCREASE THE CO-OPERATION AND COLLABORATION BETWEEN GENERIC AND ETHNO-SPECIFIC AGENCIES IN ORDER TO HAVE BETTER INFORMATION AVAILABLE TO THE CONSUMER REGARDLESS OF HIS/HER POINT OF ACCESS INTO THE SOCIAL SERVICE SYSTEM.

Group 1 - there are problems with co-operation between the 2 types of agencies
- yet we still need settlement agencies
- generic agencies have the responsibility to integrate culturally diverse groups with itself
- there needs to be a balance between the general population and grassroots
- there is a need for more multicultural social workers
- there is animosity between these 2 groups therefore priority #1 may be unrealistic

Group 2 - networking is good - need more
- need to find out what is available - who is doing what, where, with whom, etc.
- some mechanisms already in place
- <u>therefore priority #1</u> by 3 participants áá¢ this goal is less
  <u>priority #2</u> by 2 participants ûá important than the need
  áái for interpreters

Group 3 - need to increase awareness of needs and resources
- need to increase communication of needs, available services and resources
- therefore priority #1

Group 4 - we need to work more directly with each other
- we need to share more information with each other
- therefore priority #1

Group 5 - there is a need for more open networking among all agencies
- therefore priority #1

B.3 TO PROMOTE CO-OPERATION AMONG DIVERSE RACIAL AND CULTURAL GROUPS AND THE GENERAL SOCIETY.

Group 1 - this should be ongoing
- too difficult to give a priority rating

Group 2 - lacks clarity, too vague
- what exactly is meant by "community"?
- this could be a by-product of other processes
- therefore priority #3

Group 3 - we need to develop greater awareness of each other first
- therefore priority #2

Group 4 - there is a need for increase public relations
- we also need to get back to the "community" level with social services
- we need to decentralize
- therefore priority #2

Group 5 - priority #2

A.4 TO INCREASE THE NUMBER OF SPECIALIZED SERVICES AVAILABLE TO VARIOUS RACIAL AND CULTURAL POPULATIONS IN THEIR OWN LANGUAGE.

Group 1 - this depends on a number of factors: what can/is the generic agency providing? what can/is ethno-specific agencies providing?
- there is a need for joint collaboration here
- what about consulting ethno-specific individuals and groups to solve this one?
- which group (ethno-specific versus generic) could do a better job?
- therefore no priority rating

Group 2 - must be related to need
- not aware of what is already out there, therefore difficult to assess
- this is important but should be aware of where need really is
- aware of refugee and immigrant patterns and trends - always changing
- need ongoing assessment of needs

- how do you prioritize needs? Can't just base it on numbers in the population
- *translation service (written forms)*
- don't want to "ghettorize"
- timing is critical - may need these services first and then go into generic agencies
- instead of specialized services, you could have specialized staff composition
- therefore priority #1 - to work in conjunction with other goals rated #1 priority

Group 3 - commitment to this goal should follow immediately after commitment to cultural and language interpreters
- therefore priority #2

Group 4 - very tied to the need to increase services for refugees
- therefore priority #1 or 2 (no consensus)

Group 5 - therefore priority #1

B.2 TO PROMOTE AWARENESS OF DIFFERENT RACES AND CULTURES IN THE HAMILTON-WENTWORTH COMMUNITY.

Group 1 - this should be ongoing, therefore no priority rating

Group 2 - already started - more news articles
- already have awareness - but perhaps low cultural sensitivity
- therefore priority #3

Group 3 - this goal should evolve if the above goals are tackled
- therefore priority #3

Group 4 - this goal could be considered by a group like the Mayor's Race Relations Committee
- therefore priority #1

Group 5 - there are other more vital services to be provided
- some events are already being held (e.g., Mayor's Race Relations Committee, It's Your Day, etc.)
- therefore priority #3

A.2 TO INCREASE THE INVOLVEMENT OF MEMBERS OF VARIOUS CULTURAL AND RACIAL GROUPS IN THE PLANNING AND MANAGEMENT OF GENERIC AGENCIES (E.G., BECOME MEMBERS OF BOARDS OF DIRECTORS, MEMBERS OF VARIOUS COMMITTEES, ETC.).

Group 1 - we definitely need to change the composition of Boards and agency staff
- we need to encourage people to apply
- agencies should be more proactive
- therefore priority #1

Group 2 - may not want to sit if English is not good
- start at committee level and work up
- should sense it is an issue
- perhaps it is not important to ethno-cultural person to do this
- need people who are advocates for multicultural groups
- cannot be a token multicultural person
- many qualified people in the community
- power system - do they have a voice?
- <u>therefore priority #2</u>

Group 3 - we need good ways to promote sensitivity internally and externally
- <u>therefore priority #2</u>

Group 4 - there is definitely a need to diversify across the community
- <u>therefore priority #2 or #3</u>

Group 5 - should focus on staff rather than Board of Directors
- <u>therefore priority #3</u>

A.8 TO INCREASE THE NUMBER OF OPPORTUNITIES FOR RACIAL AND CULTURAL GROUPS TO WORK TOGETHER TO ARTICULATE THEIR NEEDS AND PLAN SOLUTIONS.

Group 1 - probably priority #3

Group 2 - relates to A.9 and B.3 e.g., multicultural health day for seniors
- try to formalize too much
- <u>information sharing</u> vs. formal meetings
- open forums and discussion groups - informal network and high sensitivity
- what is going on now?
- voluntary
- <u>therefore priority #2</u> (low #2) - feel if there is a real need, this will happen (e.g., ad hoc)

Group 3 - the Immigrant Serving Inter-Agency Network is looking at doing this
- <u>therefore priority #3</u>

Group 4 - ties would increase overall co-operation and together, more can be accomplished
- <u>therefore priority #1 or #3</u>

Group 5 - this should be a long term goal
- each cultural group does have some similar problems and could get more support as a whole
- <u>therefore priority #2 or #3</u> (probably #3)

A.5 TO INCREASE THE AMOUNT OF WRITTEN MATERIAL IN THE LANGUAGES OF RACIAL AND CULTURAL GROUPS SERVED BY GENERIC AGENCIES.

Group 1 - shouldn't be just written material, it's not always relevant
- may be problems with literacy
- need also, visual and audio
- <u>therefore priority #1</u> (if not just written)

Group 2 - older people may be illiterate in all languages
- not necessary for forms/documents - there is still a need for interpreters
- pamphlets/brochures are more important for immediate need
- only translate what is going to be read
- <u>therefore priority #2</u>

Group 3 - must be in a variety of different languages
- <u>therefore priority #1</u>

Group 4 - this is an immediate to medium priority
- also ties in with the goal to create specialized services
- <u>therefore priority #1</u> (although some voted #2)

Group 5 - written material is a good idea only if the services are also available (otherwise it could be misleading)
- one person in the group noted that pamphlets are often available but not always used
- <u>therefore priority #2</u> (if services available in that same language, otherwise #3)

A.3 TO CHANGE THE COMPOSITION OF STAFF AT AGENCIES SO THAT AGENCIES REFLECT THE CULTURAL AND RACIAL DIVERSITY OF THE HAMILTON-WENTWORTH COMMUNITY.

Group 1 - see A.2, Group 1

Group 2 - no tokenism
- <u>therefore priority #2</u>

Group 3 - this goal should be #1 priority for social service agencies but #4 for the business community

Group 4 - this will take a long time to take effect, but need to start now
- <u>therefore priority #1</u>

Group 5 - this is a longer term goal
- just because you hire someone from a particular culture doesn't mean they necessarily "represent" that group
- <u>therefore priority split between #2 and #3</u>

A.7 TO INCREASE SPECIFIC SERVICES PROVISION TO REFUGEE GROUPS.

Group 1 - how do you define a refugee?
- how long is a person a refugee
- this is very connected to the need for specialized services (A.4)
- therefore priority #1

Group 2 - if this community does all the other priority 1's and 2's, refugee groups will be serviced
- need more advocates, more than just interpreting
- therefore don't need to give a priority

Group 3 - immediate problems have to be dealt with
- therefore priority #1

Group 4 - does this mean more support to existing programs or the development of more special services?
- need to better establish what we have now (then we can better decide what type of increased services we need)
- this goes hand-in-hand with specialized services
- therefore priority #1

Group 5 - we differ in opinion depending on whether we work with refugees
- therefore 3 said #1 priority and 2 said #2 or #3

As noted above, each of the five groups discussed all twelve goals and attempted to develop a consensus around whether the goal was top priority (rating of 1), medium priority (rating of 2), low priority (rating of 3) or should not be a goal at all (rating of 4). These discussions took the full morning to complete. Table 3 shows an overview of the group work from the morning sessions. Each goal should have a total of five marks beside it in the left hand column. In some instances, there may be six marks because a group could not reach consensus and chose two priority ranks. Or there may only be 4 marks because 1 group could not choose a rating because they thought the goal was "ongoing". The extreme right hand column indicates conclusions from the morning sessions.

APPENDIX O

APPENDIX O

SERVICE PROVIDER WORKSHOP PROCEEDINGS: VISIONING OPPORTUNITIES/CONSTRAINTS AND ACTION STEPS

Group 1 focused on the goal, to increase services provision to refugee groups. This was labelled as goal A.7. The group included both conventional refugees and claimants under the heading "refugee".

a) The Group's Vision

- should have equal access to services - conventional vs. claimants
- claimants should have access to government housing and family allowance
- claimants need access to ESL training allowances and employment re: training programs
- group sponsored refugees - should have access to OHIP, welfare, housing, etc.
- "head of the house" has to be the man on CEC forms - this should not be so
- sponsored ESL priority is for men - women should have equal access
- GWA - first and last month's rent should be available
- special retraining in only available to women out of the labour force for the last six months - it is not available for women working outside of the home- yet it should be
- licensing of immigration consultants
- mental health services for victims of rape, torture, war - post-traumatic stress
- police education - minorities regarding policy and vice versa
- singles - problems with alcohol
- introduction to Canadian culture - roles of police, etc.
- documentation centre - different countries
- educational system - taking into account history of refugee children and special needs of refugee children - poverty, etc.
- life skills education
- marital/family counselling and special issues
- child care
- increase availability of child care services at ESL classes

b) Opportunities

- many basic services are in place - need enhancement or specialization
- increased attention is being paid to multicultural issues

Limitations

- basic service doesn't exist - for example there is no "orientation" service
- require changes in federal legislation/practice
- lack of cultural interpreters to walk refugees through the system
- lack of child care at ESL programs
- public attitudes to refugees

c) Action Steps

- change policies at federal level to ensure equal access by different groups, regardless of sex
- networking of organizations, province-wide
- training programs for courts, agencies, police, welfare, physicians, CAS, education regarding sensitization to refugee issues
  - priorities - mental health professionals and volunteers
    - courts
    - CAS, CCAS
    - FSHW, CCS
    - GWA
    - FBA
    - physicians
    - police
    - education system
    - legal aid
    - substance abuse agencies
- training and life skills orientation for refugees through ESL and ethno-specific agencies
- development of reception centre for refugees - funding available - support group who is going after it

Group 2 focused on potential changes to the generic agencies. This included sensitizing generic agencies (A.1), involvement in the Board of Directors (A.2) and changing staff composition (A.3).

a) The Group's Vision

- have a book/list of all agencies dealing with multicultural groups
- be able to phone into a centralized service or co-ordinating body (addresses, phone numbers, contact people)
- ideal to have an advocate to co-ordinate this service (or an advocacy committee)
  - provide educational services to agencies (workshops)
  - perhaps compulsory education to service providers
  - should be a group with "teeth" - provide a power base (cultural and racial connection)
  - like SHAIR
  - committee would organize education based on needs of group asking for education
- video presentations or person-to-person
- audio-visual aids on various cultures to be made available to agencies
- staff sharing/exchange/buddy system between generic and ethno-specific agencies
  - this results in better service co-ordination and networking
- newsletter?
- media coverage - local Cable T.V., paper, etc.
  - agencies should go to media more to "sell" their agency's activities, etc.

- culturally sensitive not just the "right" ethnic background needed for staff/Board
- have workshops for Boards of Directors to culturally sensitize members - build it into the training of new Board members
- build cultural sensitivity training into all staff and volunteer training
  - every agency should set aside 1 day/year to do this
  - could develop a program package to give out in order to do this
  - receive direction from various sub-committees (tell their own stories)
- caution needed: people of diverse racial and cultural groups are overworked because of ESL, jobs, families, etc. - little time for Board of Directors work, etc.
- people from different racial and cultural backgrounds may feel unqualified to sit on Boards
- personal stories have great impact (on Boards of Directors) - perhaps a one-shot deal if not on Board permanently
- there should be more than just general population representation on all Boards but they must be culturally sensitive representatives and this issue is important only if the Board really accomplishes its task (doesn't just rubber stamp)
- committees as well should have ethnic representation
- funders should be sensitized - they should ask themselves questions like "is this proposal sensitive to multicultural needs"
- policy connects to Boards of Directors
- all agencies should have multicultural policies that are reviewed annually
- leadership development in multicultural community is important to feed Board of Directors/staff, etc.

b) Opportunities
- committed volunteers who will get involved in this area
- community health initiatives could incorporate multicultural aspects into Healthy Community Projects
- increased job retraining opportunities for immigrants and refugees
- people from diverse racial and cultural background could be used as resource people if our "standards/guidelines" were re-evaluated (e.g., allow Social Workers from other countries to be Social Workers here)
- many ethno-specific agencies involved in needs assessments
- great networking opportunities
- many outreach programs
- increasing dialogue between staff, volunteers and Boards of Directors
- role of Mayor's Race Relations Committee
- role for McMaster's international nursing program

Limitations/Constraints
- we're always preaching to the converted
- currently, we do not accept people and their experiences for what they are - perhaps our standards are way out of line and we're not using the resources in front of us
- need more co-ordination of efforts
- right now we don't have a list/directory of services

c) Action Steps

- an advocacy group comprised totally of racial and cultural group members
- activate Boards of Directors to dialogue with others. Major opportunity rests with effective two-way communication between Board and staff of each agency
- use health initiatives group in Hamilton to approach Boards of Directors with concerns
- all social service agencies to set aside some time to train staff - need a group to be proactive (refer back to vision section)
- foster/make a connection with Mayor's Race Relations Committee and a citizen advisory committee
- create overall list of resources/agencies/programs/funders/cultural and racial groups/etc.

Group 3 focused on societal goals. This included 3 goal statements: sensitizing the general population (B.1); promoting awareness in the region (B.2), and; increasing co-operation between ethno-specific and the general community (B.3).

a) The Group's Vision

- we would have awareness of other cultures
- we would recognize common problems
- acknowledge multiculturalism
- small degree of racist attitudes
- there would be up-to-date information readily available
- there would be an information exchange network
- citizens would be invited to attend Board meetings (advertised)
- there would be easier access to interpreters
- there would be a Multicultural Ombudsman

b) Opportunities/Facilitators to Help Us Achieve This Vision

- proclamation of a Multicultural Day or Week each (like Heritage Day)
- we already have a Community Information Centre
- there is already some education in the schools, could do outreach to community groups
- post a sign at entrances to Hamilton "Welcome to the Multicultural Capital/Home of Canada"
- video regarding community experiences and responses to multiculturalism
- media spots
- supermarkets highlight ethnic foods and associated cultures
- ethnic radio/T.V. programming
- multicultural newsletters/newspapers
- promotions through churches
- Caravan type event involving all cultures
- organization of year around events
- no limitations were mentioned

Necessary Action Steps to Achieve the Vision

- ask Regional Chairman to proclaim week/day or statutory regional holiday (e.g., like Heritage Day)
- have a street level, store front, walk-in Art Centre and Information Centre in downtown Hamilton staffed by racial and cultural representatives
- develop course on multiculturalism tailored to specific neighbourhoods (i.e., support Sir John A. MacDonald program). Also in nursery schools could have ethno-cultural lullabies. Contact neighbourhood associations
- Regional and City authorities could erect signs (e.g., multicultural street names)
- work with Cable 14
- market our new images of multiculturalism on national programming (e.g., CBC/T.V. Ontario/etc.)
- work with Tourism Bureau to highlight cultural and racial events at stores, restaurants and churches
- ask supermarkets to co-ordinate buying of featured ethnic foods and set aside "food of the month" promotions
- promote programming
- Hamilton Spectator could devote section for diverse racial and cultural news
- develop an information package
- ask City to fund some of these activities
- have group featured, monthly paper, food, T.V., etc.

Group 4 focused on increasing specialized services in various languages and the need for interpreter services (goals A.4 and A.6).

a) The Group's Vision

- easier for ethno-specific groups to live and integrate
- sufficient number of interpreters to deal with language barriers (ethno-specifically)
- sufficient, competent "cultural" interpreters (qualified, certified, etc.). There should be a minimum competency level e.g., a resource pool of interpreters who understand both languages and cultural differences. Perhaps on a fee for service basis
- standards of ethics required regarding confidentiality (which are also cultural sensitive)
- appropriate screening mechanisms to better interpret cultural differences regarding different norms, etc. and the necessary link to services i.e., judicial system. (Interpreter seen as a middle person to assist interpretation in both directions (client and agency).)
- better information sharing amongst agencies
- better community-based information and supports would be made available to clients involved in ESL
- better mechanism for determining what potential clients need which interpretive services. Evaluate what has priority in terms of type of interpretation services necessary.

b) Opportunities	Constraints
i) for pool of interpreters	
- access to funding	- funding
- base of volunteers already exist	- current interpretation services are haphazard at best; not mandated except in courts
- screening opportunities exist through already available services, such as Welcome House, Multi-cultural Council	- identification of service need is difficult
- needs assessment	
- evaluate what has priority re: necessary interpretive services	
ii) code of ethics	
- meetings, consultations with key informants	- getting multicultural agreement on what this code should be
- look at existing standards for interpretation (i.e., court interpreters program)	
iii) more information sharing	
- already existing agencies have started to do this	- confidentiality
- new groups which have never seen the connection before	- freedom of information, legislative
	- not enough training in a formal way to get appropriate information to interpreters
iv) better community-based information and support	
- in theory these already exist as a means of disseminating support	- not enough support in terms of existing programs and services

c) Action Steps
- research existing codes of ethnics for cultural and linguistic interpreters
- having done this, develop an appropriate model and test this in the community
- seek appropriate funding sources to assist in development
- identify potential existing interpreters
- identify existing neighbourhood statistics re: potential clients
- investigate other municipalities to see if any of these activities have been going on

Group 5 worked on a variety of goals. These included sensitizing generic agencies (A.1), increasing specialized services (A.4), increasing involvement on Boards of Directors (A.2) and changing the staff composition at agencies (A.3). This group considered each goal separately.

a) The Group's Vision

A.1 - sensitizing generic agencies
- responsive reception area, co-operative and friendly acknowledgement of the person's needs, acknowledgement of different social mannerisms and greetings
- staff and board representatives reflective of client population
- all staff are more flexible and less rigid
- planning for the individual in terms of programs
- increase the number of service providers (case workers)
- stronger connections between generic agencies and ethno-specific agencies

A.4 - increased specialized services
- contract service from cultural groups (versus generic agencies doing it all) to meet specialized service needs
- workers for each ethnic group's club to be in contact with generic agencies
- ethno-specific, community-based advocacy centre
- more interpreters
- central source of interpreters service, access to every language

A.2 - increased involvement in Boards of Directors, etc.
- proportional representation on boards to client make-up

A.3 - change staff composition
- (ran out of time)

b) Opportunities	Constraints
A.1 - sensitize generic agencies	
- utilize/involve existing groups to educate the general population about the needs of culturally diverse groups	- backlash to French Language Services Act - funding e.g., youth employment
- Immigrant Serving Inter-Agency Network	- capping of education funds for Native people
- Mayor's Race Relations Committee	- eligibility criteria is too restrictive within social service system
- Immigrant Women's Group (study immigrant women's needs)	- prejudice
- Council sub-committee on needs of immigrant women	- apathy
- police dept. special committee	
- needs assessment on Native residents and employment and employment training	
- Hamilton Organization on Refugees	
A.4 - increased specialized services	
- see A.1 above	- funding - convincing the agencies that there is a need and getting them to act - apathy - lack of willingness to change

A.2 - increasing involvement in Boards
- learning experience (for everyone involved)
- mystical nature of boards scares people off
- willingness of certain people to give up power
- time consuming
- eligibility/qualifications are too restrictive and intimidating
- hard to recruit grassroots people (many feel they don't have anything to contribute)

A.3 - (no time to discuss)

c) Action Steps

A.1 - sensitize generic agencies
- hold workshops/information sessions for staff put on by various ethnic groups
- orientation of new staff to needs of diverse cultural groups
- authority to Race Relations Committee to deal with problems it encounters
- educate Boards of Education (the system and teachers)
  - curriculum which reflects diverse cultural groups
  - to eliminate prejudice and discriminating words and images in curriculum and educational textbooks
- to educate service providers: open forums - workshops offered by diverse cultural groups (e.g., at City Hall) to raise people's consciousness to the injustices
- forums to educate immigrants and refugees about Canadian culture and Hamilton-Wentworth and other cultural groups
- to co-ordinate the diverse groups listed above

A.4 - increase specialized services
- lobby MPs and MPPs for increased funding and awareness
- get people to recognize the importance of specialized services, to get them to place this as a priority on their agendas

A.2 - increasing involvement of Boards, etc.
- get agencies to actively recruit people from diverse cultural groups
- staff should be involved in the recruitment
- recruit members for the organization
- have board development for members

APPENDIX P

APPENDIX P

SOCIAL PLANNING AND RESEARCH COUNCIL OF HAMILTON AND DISTRICT

DIVERSE RACIAL AND CULTURAL CITIZENS WORKSHOPS

TENTATIVE AGENDA

Thursday, April 19, 1990
7:00 p.m. to 10:00 p.m.
MacNab Street Y.W.C.A.
75 MacNab Street South
Hamilton, Ontario

OR

Sunday, April 22, 1990
2:00 p.m. to 5:00 p.m.
MacNab Street Y.W.C.A.
75 MacNab Street South
Hamilton, Ontario

PART 1 (1 hour in duration)

a) Chair - Gloria DeSantis, Social Planning and Research Council
b) Introduction - member of the Citizen Advisory Committee of the Social Planning and Research Council
c) Overview of research project - staff of the Social Planning and Research Council
d) Questions for small group discussion
   - Why are we not part of the social service system? That is, why are we not policy makers or deliverers of services and why are we not clients?
   - Discuss integration versus ghettoization. (Integration refers to mutual acceptance and respect while maintaining cultural identity. Ghettoization refers to the geographic, social and economic isolation of groups of people.)
   - What is Canadian culture/heritage/way-of-life and how can we integrate without losing our identity? What could be the roles of minorities and the general population to facilitate integration?

REFRESHMENT BREAK

PART 2 (1 hour in duration)

Small group discussions on selected topics: employment and retraining, English as second language, housing and family violence.

PART 3 (1 hour in duration)

a) Small groups report highlights of their small group discussion to the larger group.
b) The large group discusses the following:
   - What suggestions or solutions can we make for improving the social service system?
   - Where do we go from here and what type of follow-up activity would you like to see (e.g., networking, a coalition, etc.)?

CITIZEN MAILING LIST

MPP Constituency Offices in Hamilton-Wentworth

Circle of Friends

Immigrant Women's Action Committee

Lao Association

Multicultural Health Coalition

Muslim Association

Polish Congress

Romanian Cultural Association

Spanish Speaking Association

Los Andes Housing Corporation

Afghan Association of Ontario

Armenian Community Centre

Cambodian Association

Caribbean Cultural Association

Czechoslovak Association

Dante Aleghieri Society

Hamilton Dante Centre for Italian Language and Culture

Germania Club of Hamilton

Greek-Canadian Orthodox Community of Hamilton and District

Guyana Association

Hamilton Japanese United Church

Japanese Canadian Citizens' Organization

Hamilton Latin American Association

Italian Congress

Jamaican Association

Arab Women's League

Society of East Central European Nations

Latvian Society

Lithuanian Canada Community

Pakistan Canada Association of Hamilton

Philippine Women's Group

Philippino Congregation

Ghanian Association

Portuguese Association of St. Michael

St. Nicholas Ukrianian Catholic Church

Chinese Canadian Society

Chinese Cultural Association

Salvadoran Cultural Movement Association El Salvador

Arab Cultural Centre

Afro Caribbean Canadian Association

Barbados Association

Dominica Association

Emmanuel Baptist Spanish Mission

German Baptist Church

Hamilton Buddhist Church

Hamilton Chinese Alliance Church

German Church of God

Macedonia Orthodox Church

Koimisis Tis Theotokou Greek Canadian Orthodox Church

St. Demetrois Greek Orthodox Church

Mennonite Church

Mountview Mennonite Brethren Church

Holy Veil of Holy Mother Russian Orthodox Church

St. Mark's Syrian Orthodox Church

Serbian Hall and Orthodox Church

Serbian Church and Hall - St. Nicholas

Holy Trinity Polish Church

John Calvan Hungarian Presbyterian Church

St. Boniface German Roman Catholic Church

St. Cyril & Methodist Slovak Roman Catholic Church

St. Michael's Hungarian Byzantine Catholic Church

St. Stanislaus Roman Catholic Polish Church

St. Stephen's Hungarian Roman Catholic Church

Holy Resurrection Romanian Orthodox Church

Religious Society of Friends

Ada Israel Synagogue

Church of the Holy Spirit

Church of the Resurrection

St. Nicholas Ukrainian Catholic Parish

Ukrainian Native Faith Church

St. Valdimir Ukrainian Orthodox Church

Korean United Church

All Souls Church

Black Women's Congress

Centre Francaise Hamilton

Alliance Francais

Korean Association

Black Women's Business and Professional Association

Japanese United Church